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This report was prepared as part of the urban recreation study authorized under Public Law 94-422 in hopes that it can lead to improvement in urban recreation opportunities. The report and its findings, options, and alternatives do not necessarily represent official views or policies of the Bureau of Outdoor Recreation, the National Park Service, the U.S. Department of the Interior, or any other federal agency.

Prepared by the Pacific Southwest Regional Office of the Bureau of Outdoor Recreation in cooperation with the National Park Service

U.S. Natl. park service

San Francisco metrop area, CA -- Recreat. areas
Oakland, CA -- " "
San Jose, CA -- " "

Recreation -- CA -- SF metrop. area
-- " -- Oakland
" -- " -- San Jose
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NATIONAL URBAN



RECREATION STUDY

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oakland/
san jose

september 1977



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LIST OF ABBREVIATIONS

ABAG —	Association of Bay Area Governments
BART —	Bay Area Rapid Transit
BCDC —	Bay Conservation and Development Commission
BLM —	Bureau of Land Management
CETA —	Comprehensive Employment and Training Act
CSA —	Community Services Administration
EBMUD —	East Bay Municipal Utility District
EBRPD —	East Bay Regional Park District
EDA —	Economic Development Administration
GGNRA —	Golden Gate National Recreation Area
HARD —	Hayward Area Recreation and Park District
HUD —	Department of Housing and Urban Development
LWCF —	Land and Water Conservation Fund
PARIS —	Park and Recreation Information System
SCSA —	Standard Consolidated Statistical Area
SCVWD —	Santa Clara Valley Water District
SMSA —	Standard Metropolitan Statistical Area
SPEDY —	Summer Program for Economically Disadvantaged Youth
SYRP —	Summer Youth Recreation Program
TPL —	Trust for Public Lands
YCC —	Youth Conservation Corps

FOREWORD

Interest in the quality and quantity of recreational opportunities in urban areas has increased in recent years. Related to this has been a growing concern over the lack of substantive federal assistance in meeting urban recreational demands. Federal parks such as Cuyahoga Valley National Recreation Area in Ohio, Gateway National Recreation Area in New York, Golden Gate National Recreation Area in California, and Indiana Dunes National Lakeshore in Indiana are all outgrowths of the federal role in urban recreation. With passage of Public Law 94-422, which expanded the Land and Water Conservation Fund to \$900 million, Congress instructed the Secretary of the Interior to study the needs, problems, and opportunities for recreation in urban America and to report the results by September 28, 1977. This study is a result of that congressional mandate.

In the initial stages of the national urban study, it was determined that recreation issues and problems in various cities would be analyzed to determine alternative solutions. Thirteen Standard Consolidated Statistical Areas (SCSAs) and four Standard Metropolitan Statistical Areas (SMSAs), geographically representing the major metropolitan regions of the country, were selected for detailed analysis. Field studies were conducted in each of these areas to meet the following objectives:

Identify major issues and problems related to parks and recreation funding and expenditures

Gain jurisdictional and neighborhood perspectives on the delivery of recreation services administrative structures, and personnel problems of recreation suppliers

Analyze the status of planning, research, and environmental programs

Assess the adequacy of the existing open space and recreational system

Identify and approve significant potential open-space opportunities in the study areas

Propose alternatives — including organizational arrangements and legal techniques at each level of government and in the private sector, as appropriate — for providing recreational areas and protecting open space and natural and cultural resources.

In order to make certain that the above general objectives covered the recreational issues and problems present in each of the study areas, meetings were held by each of the 17 study teams with selected representatives of key public agencies, special interest groups, the business community, and individuals from throughout the study area. During these meetings, the overall purposes of the study were explained, and attendees were asked to identify and discuss what they judged to be issues and problems germane to their particular jurisdictions. As a result of these discussions, a list of issues that appeared to be common in all urban areas across the country was prepared for use in the field studies.

To ascertain the commonality and severity of the various issues and problems the widest possible range of recreation providers was contacted in the field. However, because of the tremendous number of governmental, quasi-public, and private recreation providers present within each of the study areas, it was determined that a few jurisdictions should be selected to serve as prototypes for the entire study area. These jurisdictions were selected on the basis of their existing recreational systems, the variety and number of their problems and opportunities, their general geographical distribution, and the socioeconomic characteristics present in their area. The findings which follow are based on what was learned by study team members through interviews with public and quasi-public recreation providers, other governmental agencies, and neighborhood and community groups, and through analysis of existing data sources.

NATIONAL URBAN



RECREATION STUDY

MAJOR FINDINGS

MAJOR FINDINGS

SITUATIONS

The extent of land and water resources in the nine-county San Francisco Bay Area either in public ownership for recreational use or regulated for open-space protection by a state agency or local government is perhaps unmatched by any other major metropolitan area in the country. What makes these resources truly unique is the manner in which they were put together, for this situation is not largely the result of fortuitous circumstance of having substantial amounts of public land nearby; it is rather the product of the energies of special interest groups and private individuals, as well as local public officials and public agencies. Parks and open space in the past few decades has been a highly visible and much supported issue in the Bay Area, and one which has enjoyed enormous success.

Here in the metropolitan Bay Area the federal government has, beginning with the Point Reyes National Seashore and culminating with the Golden Gate National Recreation Area, firmly and permanently established its presence in terms of providing a significant public recreational resource. To that public resource will shortly be added the lands and waters of the San Francisco Bay National Wildlife Refuge. Future expansion of the federal park system is uncertain, at least in the foreseeable future.

Future expansion of the overall park system, however, will be occurring. Those local agencies and special districts with a secure funding source, for example, the East Bay Regional Park District and the Mid-Peninsula Regional Open Space District, will continue to expand. Some of the county park departments also plan to acquire additional acreage, as does the state of California. However, future expansion is not likely to approach the extraordinary increases in the overall system which have occurred over the past several years.

Within much of the core urban areas there has not been a concomitant increase in parks and open space, and the possibility of any future expansion is very unlikely. In fact, all signs point to this situation worsening. At the root of the problem are lack of funds, skyrocketing land costs, and the unavailability of land. Added to this is the seeming inability of the urban parks and recreation issue to generate the widespread public support developed successfully around issues such as "Saving the Bay" or expanding the Golden Gate National Recreation Area in Marin County.

The notable exception to the generally static situation in urban park expansion is the Golden Gate National Recreation Area in San Francisco, but even here nearly all of the lands were already in public ownership. On its San Francisco side, GGNRA is an urban park, in terms both of its setting and the types of recreational opportunities to be provided. The range of recreational opportunities available thus far at GGNRA, particularly in the area of programs, represents only a mere beginning in realizing the area's potential for serving urban recreational needs. Currently, the National Park Service is holding a series of meetings and workshops to hear the public's response to a number of planning options for future use of GGNRA. From these meetings, plans will be made for development of the park. This development is currently authorized at a ceiling of \$87 million. Accordingly, the development of GGNRA is assured and will do much to serve San Francisco's unmet recreational needs.

The obvious conclusion to draw from the above is that the dollars for urban recreation which do not seem to be available to metropolitan governments are available to the federal government. However, even when fully developed, GGNRA will not be able to meet the diverse urban recreational needs identified in this study.

CONCLUSIONS

Two major conclusions with respect to needs were identified:

The primary urban recreational need, expressed as a common thread in neighborhoods as diverse as Chinatown in San Francisco and Marinwood in Marin County, is for the establishment of more parks (in the sense of an unstructured public open space suitable for all ages, for socializing as well as recreating) within the community or neighborhood.

The vast and expanding system of large natural park areas located on the periphery of the San Francisco Bay Area needs to be made more accessible to urban residents, particularly special groups like the elderly, the handicapped, the young, and minority groups (accessible both in the sense of expanding the awareness of the availability of these recreational resources and expanding the means by which urban residents can get to them).

Neighborhood parks are a high priority almost everywhere, and they are critically needed in the highly impacted core areas with virtually no vacant land, where the land is most expensive and where recreation must compete with other uses.

If and when existing parks become accessible to inner-city residents, this will serve to mitigate the recreational needs of the core areas. It follows, of course, that responding to these needs places an additional burden on the park and recreational resources located on the periphery of the urban areas, which are being used more and more each year, by an ever-increasing diversity of user groups, but which are not yet being used by many inner-city people. Based on what was learned by study team members, inner-city people are unaware of the recreational opportunities available to them and they lack the means of getting there.

FINDINGS

The following is a listing of the major findings of this study report arranged according to issues. They were developed from the perceptions, judgments, and feelings of park personnel and park users consulted during the interview phase of this study. These findings represent a synopsis of the needs, problems, and opportunities identified in the nine-county San Francisco Bay Area.

Financing

The larger, older cities in the Bay Area are faced with significant financial problems.

Financing is the principal and pervasive problem facing the institutional providers of urban recreation.

This financing problem is most acute within the park and recreation departments in the older core cities.

City and county park and recreation departments, unless they are special districts with an independent funding source, must compete for funds with other providers of community services.

Recreation, as a community service, does not command the same funding priority as services such as fire, health, and police.

Due to a chronic shortage of funds, urban park and recreation departments are using a disproportionate part of their available funds to operate and maintain their existing park systems.

The shortage of funds has made rehabilitation virtually impossible for most park and recreation departments.

It is extremely difficult for city park and recreation departments in the core cities to acquire new areas.

A substantial amount of financial assistance is being provided to park and recreation departments by the federal and state governments.

A large part of the federal financial assistance is derived from funding programs which are not recreation oriented.

Federal and state financial assistance for acquisition and development of urban recreational facilities is increasing.

These increases, however, are insufficient to enable urban park and recreation departments to satisfy the unmet needs of residents.

Inflation and rising land costs are compounding the financial difficulties facing urban recreation providers.

City and county park and recreation departments expressed concern over the amount of red tape and inconsistent procedures and guidelines involved in most federal financial grant programs, including the Land and Water Conservation Fund (LWCF).

Local park and recreation departments felt they lacked the financial resources to conduct an effective media campaign to inform and educate the public about park and recreational opportunities.

Parks and Open Spaces

The nine-county Bay Area, as a region, is blessed with a great diversity of recreational and open-space opportunities, including water bodies, fragile resource areas, scenic areas, primitive mountain areas, and lands suitable for intensive recreational use.

San Francisco Bay itself is one of the most important open-space resources in the region.

The bay is no longer a diminishing resource now that it is protected from fill by a state agency.

The bay is used extensively for recreation, while its shoreline and adjacent waters, though used for recreation, still have unrealized potential.

Considering the region as a whole, there are few freshwater areas suitable for swimming and wading easily accessible to most urban residents.

The overwhelming majority of the open-space acreage in the nine-county Bay Area is in private ownership.

Substantial portions of these private lands (approximately 35 percent, or more than one and a half million acres) are agricultural preserves under Williamson Act contract and thus are in protected open space (contracts have a 10-year-minimum term).

The amount of public land dedicated specifically to parks in the nine-county Bay Area totals about 470,000 acres (approximately one acre per 10 people).

There are additionally several thousand acres of watershed lands open to the public for low-intensity recreational use.

More than 80,000 acres of public domain land administered by the Bureau of Land Management are located in Napa and Santa Clara Counties; Sonoma and Solano Counties contain smaller amounts.

A few large open spaces remain immediately adjacent to urban core areas, but these are usually unsuitable for intensive recreational use because of steep topography (for example, San Bruno Mountain).

Suburban communities generally have a range of open-space opportunities remaining, both within the community and on adjacent land.

In much of the urban core area, including some urban impacted areas, there are numerous small open spaces ranging from one or more vacant lots to entire city blocks.

There are specific neighborhoods such as Chinatown in San Francisco and certain areas in East Bay cities where there is essentially no open space at all that is suitable for recreation.

In the core areas, commercial and residential land uses receive a higher priority than recreational use, and in fact, there have been instances where such nonrecreational uses have encroached on even those small public parks that still exist.

The park inventory of the core cities is not expanding.

The need for additional parks is most pressing in core cities.

The value of real estate in the urban core areas is high and in some instances has skyrocketed.

Coordination

The nine-county Bay Area contains some exceptional examples of public lands and facilities used for recreational purposes, for example, school facilities, watershed lands, flood-control projects, and military lands.

Multiple use of school facilities has the greatest potential for meeting urban recreational needs.

Cooperation between school districts and recreation agencies for multiple use of schools varies from city to city.

Due to declining enrollments, public schools are being closed down in major cities of the Bay Area. San Francisco, Oakland, San Jose, and Hayward are all experiencing this phenomenon.

These school facilities, by virtue of their location and physical layout, are ideally suited for use as neighborhood or community parks.

Efforts by public recreation agencies to either retain or initiate use of these closing school facilities are inhibited by the school district's desire to recover their investment and/or by state insistence on recovering state funds invested in the schools.

Recreational use of public water district lands has been very successful. However, there are still substantial amounts of land owned by districts which remain unavailable to the public.

Community colleges and adult education programs offer a wide variety of recreational/ environmental education programs which need to be better coordinated with the programs of local recreation departments.

There is a general lack of knowledge concerning the impact of federal programs that affect recreation but are administered by nonrecreation agencies.

The A-95 review process was cited by many recreation administrators as having no benefit to their programs and causing delay rather than fostering efficiency.

The private-volunteer agencies are an important factor in urban recreational programs in the Bay Area, particularly in the inner-city areas.

Much of the current recreation research is viewed by park administrators as not germane to the everyday problems facing recreation agencies.

Recreation providers need research on site-specific or jurisdiction-specific topics.

More coordination is needed between park administrators and the academic community.

Planning is often viewed as a static function which is initiated when a park and recreation department's existing plan becomes outdated rather than as a dynamic process which requires constant update.

The state's Environmental Education Act of 1970, which encourages programs in schools and provides some grant assistance, has had only limited success.

The recreation planning field is still in its infancy, and many recreation agency managers are not yet comfortable with planning and research tools available for evaluating and redesigning programs.

Many urban park and recreation agencies lack either the staff or the information to utilize the assistance available to them through existing federal programs.

While there is no shortage of graduates in the recreation field, many are not prepared with a background in administration, management, supervision, budgeting, and economics, which park administrators feel they need.

User Perceptions

The community park, as a public space for recreation, continues to be perceived by urban users as a primary recreational value. Users link the quality and availability

of their recreational opportunities to the quality and availability of neighborhood parks and facilities.

Neighborhood parks in the densely populated urban core areas are very heavily used, even during the week.

City neighborhoods often contain a heterogeneous mixture of people with different work schedules and different packages of free time. Use of an urban park often occurs in conjunction with other facets of everyday life.

Residents of the most heavily impacted urban core areas often have to compete with nonresidents for use of neighborhood parks.

Neighborhood parks continue to be viewed as an essential requirement for urban recreation despite some acknowledgement of nonuse.

Nonuse of existing urban parks is attributed to deficiencies of the provider, for example, poor maintenance, improper design, and lack of supervision.

Socializing is an important urban park function, particularly for inner-city residents.

In less dense urban areas and in the suburbs, because of greater mobility, increased use of home space for recreation, and more predictable free time, people seem willing to sacrifice the proximity of small neighborhood parks in order to gain the advantages of large community parks and facilities.

Recreational needs, as perceived by users, do not always mesh with the plans of the institutional providers.

Segments of the public feel they are not being heard by park and recreation departments with respect to having their needs met.

Public use of recreational areas and facilities does not adhere to jurisdictional boundaries.

Many residents of the core urban areas are not aware of the public recreational and open-space opportunities available on the outskirts of the metropolitan complex.

A substantial percentage of urban residents in the Bay Area, over 50 percent in San Francisco and Oakland, are transit dependent for access to recreation areas.

The lack of public transit is so acute that many of these people are effectively precluded from enjoying the large regional parks and natural areas.

GOVERNMENTAL CAPABILITIES

Federal Capabilities

As discussed earlier, the federal government's presence in the Bay Area is quite substantial in terms of dollars spent and areas managed. The federal dollars provided for financial assistance to local governments were not nearly as much as those provided for the acquisition, management, and development of federal areas. For the acquisition of Point Reyes National Seashore and GGNRA, \$100 million was spent, all but \$14 million from the LWCF. Another \$9 million has been authorized for the acquisition of the San Francisco Bay National Wildlife Refuge, \$8 million of which will come from the LWCF. Finally, \$87 million is the current authorized ceiling for the development of GGNRA. Clearly, the federal government has the financial capability to do much to meet recreational needs in a metropolitan region. However, it is also clear urban recreational needs, as identified in this study, cannot be met solely through the establishment of more national recreation areas. Moreover, the open space analysis carried out in this study did not reveal "nationally significant" resources, usually a requisite for federal management.

State Capabilities

The state of California, principally through the Department of Parks and Recreation, has been directing its energies increasingly toward meeting statewide urban recreational needs. The state has a funding program geared specifically toward meeting urban recreational needs (\$75 million have been allocated in 3 years). Also, monies from the 1974 State Park and Recreation Bond are being used increasingly for meeting urban recreational needs. In addition to the state's increasing role in financial assistance, the Department of Parks and Recreation, as part of their undertaking a comprehensive review of statewide park and recreation policy, is developing an urban recreation policy. A draft policy statement on recreation has been developed and clearly shows the intent of the state to play a leadership role in meeting urban recreational needs. The state is using the term "urban" in this draft policy statement to represent the residents and conditions of the major metropolitan centers, rather than small urban centers in rural areas. Specific proposed state policies germane to this study are as follows:

Require minimum standards for urban parks and develop criteria that may be used by local communities to evaluate the adequacy of recreational and park services

Include public participation in the planning process

Include recommended programs that encourage and assist other state agencies and other governmental units in assuming their fair share of responsibility in meeting public recreational needs without gaps or overlaps in service

Include cooperation, where appropriate, with the private sector in planning and delivering park and recreational services in urban areas

Whenever feasible, adapt existing facilities to meet identified urban recreational needs

Enhance the potential of educational programs through the joint use, with State Department of Education, of facilities, materials, and programs to support environmental education and community recreation in urban areas

Assist all levels of government in making optimum recreational use of urban open spaces associated with land development (like housing rehabilitation, redevelopment programs, freeway construction), or peripheral to existing public service areas (like schools, watersheds, flood-control channels)

Prepare, develop, sponsor, and support legislation helpful to the delivery of urban park and recreational needs

Advocate and influence legislation having impact upon state, regional, and local park and recreational needs

Encourage innovations and experimentation in both recreational programs and facilities in urban areas

Encourage innovative park and recreational facility design, experimental programs, and demonstration projects directly related to the needs of urban residents, ensuring equality of opportunity to special populations, such as the handicapped, the aged, and ethnic minorities

Support improved local general planning processes that include consideration of urban park and recreational needs and that relate planning to local decision making

Require minimum standards in urban areas for park user protection from crime, fire, vandalism, poor sanitation, and activity hazards

Provide consultation and technical assistance at the request of local recreation and park agencies, boards and commissions, and citizen groups in urban areas; advisement services should be available for securing financial assistance, appraising the effectiveness of recreational and park programs, acquiring new areas, park system planning, assessing recreational needs, establishing new recreational and park services, classifying and evaluating personnel, and analyzing barriers to the use of recreational and park facilities

From the above policy statements, it can be seen that the state is embarking on an enterprising course of action which will involve significant administrative and organizational changes within the Department of Parks and Recreation. If successfully implemented, these policies will have a profound effect on helping to meet the needs identified in this study.

Recently the state has attempted to increase its role in open-space preservation through new efforts to protect prime agricultural lands, something the Williamson Act has failed to do. Several bills have been introduced in the legislature to give the state regulatory authority over agricultural lands through zoning. To date, none of these bills has been enacted. This legislation represents an attempt by the state to deal directly with the protection of its critical resources, such as prime agricultural lands, and may be a precursor to state regulation in protecting other critical resources.

Local Capabilities

The financial problems of local governments severely limit their capability to meet community recreational needs. As long as the cities find themselves unable to generate sufficient revenues to pay for the services they traditionally have provided, or are unable to get additional financial assistance from another level of government, and as long as another level of government does not provide these services, the financial plight of local agencies will probably continue. The creation of additional special districts with an independent funding source to provide community recreation appears to be unlikely at this time, since voters, in recent elections, have indicated their unwillingness to pay additional taxes.

The greatest potential for local park and recreation departments to deal with the identified unmet needs lies with expanding their coordinative functions, not only with other park and recreation agencies, but with school and community college districts and flood-control and water districts. Some local park and recreation departments and districts have done much in this area, but there is much unrealized potential here. The level of cooperation and coordination in the Hayward area between the recreation district and the community's schools and colleges serves as an excellent example.

ALTERNATIVES FOR ACTION

The following alternatives for action are specifically tailored to deal with the needs and problems identified in the nine-county San Francisco Bay Area. Among other things, they are designed to temporarily adjust the available and increasing LWCF assistance so that these funds can be more responsive to meeting urban needs.

The federal government should develop, finance, and through the state, coordinate a grant assistance program for local park and recreation departments to cover project costs associated with transporting people from within urban areas to county, regional, state, and federal recreational areas and facilities. Grants would be allocated to cities and park and recreation districts serving a population of 200,000 or more and to counties and regional park districts serving a population of a million or more.

The federal government, working closely with local park and recreation agencies, should develop, finance, and coordinate public information programs aimed at informing urban residents, particularly the economically disadvantaged, the elderly, the young, and the handicapped, of the public park and recreational opportunities available to them. Another important part of this program would be to inform the general public of regional recreational opportunities and to promote and encourage the use of transportation modes other than private automobiles.

The federal government should develop and fund a program to provide trained personnel to conduct recreational/environmental education day camps to introduce urban youth to use of large natural recreation areas.

The state of California, in approving LWCF allocations to local governments, should give priority to funding local projects within SMSAs which involve the acquisition and development for public recreational purposes of public school facilities which are closing down due to declining enrollments.

The state Department of Parks and Recreation should, in its upcoming statewide assessment of recreational needs, give highest and immediate priority to identifying needs within the older core cities of the study area.

The Bureau of Outdoor Recreation should give priority to providing LWCF assistance to the state parks department for core city planning projects.

The state of California, over the next 5 years, should give priority to funding local LWCF projects that will serve to meet the needs of the older core cities.

Within the above projects, those local park and recreation departments who for the past 5 years have been unable to capture general fund monies for acquisition of new neighborhood parks should be given highest priority for funding assistance. The match for these projects should be 75 percent federal, 25 percent local.

A federal assistance program should be established to fund the development for tools and techniques for alternative ways of reducing costs to urban park and recreation departments for operation, maintenance, and rehabilitation. Funds would also be made available for demonstration projects to apply these tools and techniques. Results of this effort would be made available to local parks and recreation departments.

THE STUDY

NATIONAL URBAN



RECREATION STUDY

INTRODUCTION

The San Francisco/Oakland/San Jose SCSA is comprised of the eight Bay Area counties of Alameda, Contra Costa, Napa, Solano, San Francisco, San Mateo, Santa Clara, and Marin. The study area, however, includes Sonoma County (not part of the SCSA, but traditionally regarded as part of the San Francisco Bay Area). Within the study area, the cities of Hayward, Oakland, San Francisco, and San Jose were the jurisdictions selected to be examined, along with three unincorporated areas in Marin County: Marin City, Strawberry Point, and Marinwood. It was judged that together these jurisdictions represent a range of socioeconomic profiles for the entire study area.

In order to understand as fully as possible those issues and problems confronting the institutional providers of recreation and/or leisure services in the selected jurisdictions, it was decided that not only should the primary providers of those services be consulted, but also those institutions who provide recreation (defined here and throughout this study report in its broadest sense) as a secondary service. As a result, interviews were held by study team members with school and community college districts, flood-control and water districts, state and federal agencies, and a port authority. Using this approach, it was judged that the study team members would be more capable of evaluating the overall effectiveness of the recreation delivery system in and around the selected jurisdictions.

In order to obtain a reality check with respect to the information gathered during interviews with the recreation providers and to gain a user perception of the recreation delivery system, the study team members interviewed a number of residents from different neighborhoods within the selected sample jurisdictions. In each of the cities, the neighborhoods and communities selected for interviews were chosen so that the widest range of user socioeconomic profiles was represented. In the case of Marin County, the three unincorporated areas were selected since none of the individual jurisdictions contained a wide enough socioeconomic profile. The interviews were held with neighborhood organizations, community center and playground supervisors, and community leaders who were able to speak knowledgeably for their community and thus relate the desires of that community for the types of resources they feel are most needed to meet their particular recreational needs.

In addition to the jurisdictional and neighborhood analyses, the other important facet of the field study was identification and evaluation of existing and potential parks and open-space resources throughout the entire study area. Meetings with representatives of local planning and park and recreation departments and with special interest groups were used in combination with data research to identify these resources. The resources were then analyzed to determine how they could be utilized, as well as how potentially significant open space and natural and cultural resources could be preserved.



PARK AND RECREATION FINANCING

Today, it is a well-known fact that many large cities are facing a financial crisis, particularly older cities with an established central core area. Essentially, cities do not seem to be able to generate sufficient revenue to pay for the human services they traditionally have provided. Recreation, as one of those services, is caught up in this ongoing crisis. In some respects, the financial problems facing a city's recreation department are even more pressing than those facing the providers of other human services. Recreation today still seems to be regarded largely as an "amenity" service and usually is not given the same priority as those "essential" services such as police, fire, and health. As long as cities continue to have difficulties financing their services, many urban recreational needs will likely continue to go unmet.

In the nine-county San Francisco Bay Area, the availability, or unavailability, of dollars for providing recreational and leisure-time opportunities lies at the heart of many of the issues identified and discussed in this report. Most of the needs and

problems that surfaced through consultation with the institutional providers and the neighborhood users were related, directly or indirectly, to a lack of dollars.

The older core cities of the Bay Area with established park and recreation departments appear to be where the dollar shortage for recreation is most critical. However, all of the primary providers of recreational services to the selected sample jurisdictions, city and county park departments and, in some cases, special districts, feel the effects of the financial crunch which local governments currently face. The need expressed across the board by all the institutional providers was for more dollars for operation, maintenance, and rehabilitation. In the case of county park departments and special districts, these dollars are needed to care for what is usually an expanding park system. In the case of the core city areas, a disproportionate share of the total park and recreation department's budget goes to caring for what is usually a static park system. Oakland, for example, has no local capital funds for acquisition or capital development.

Generally, those park and recreation departments who are most dependent upon their jurisdiction's general fund seem to be those with the most pressing financial needs. Some of the counties in the SCSA, notably San Francisco and Santa Clara, appealed directly to the voters and successfully passed measures to provide a separate funding source for recreation. In Santa Clara County, these funds can be used for acquisition and development; in San Francisco, they can be used for acquisition, development, and renovation. Both of these measures are financed through a special override on the property tax and run for a specific length of time. San Jose has a limited amount of supplemental funding for acquisition through a bedroom and conveyance tax. Another source in San Jose is through a state enabling act, called the Quimby Ordinance, whereby portions of lands scheduled for development can be dedicated to recreational use by the owner in lieu of a fee. These additional funding sources place San Francisco and San Jose in an improved financial position, but the funds are supplemental in nature. Moreover, in San Francisco's case, the skyrocketing increase in the cost of real property has had a pernicious effect on the acquisition program.

The other primary recreation provider, the special district, obtains its revenue principally from the override on the property tax. The city of Hayward and the surrounding unincorporated area is served by the Hayward Area Recreation and Park District (HARD). As a special district of the state of California, HARD is an autonomous entity with a stable, ongoing, and predictable source of income. Thus, this district is not involved in the fiscal arena with other departments of local government, each vying for a share of the city's budget to carry on its own particular community service. A trade-off with the special district is the fact that they are not eligible to apply for, or directly receive, federal block grant assistance such as Community Development funds. In order to receive these funds, HARD, or any other special district, must apply directly to the city or county.

The dollar figures shown on the following tables were supplied by the reporting counties and cities to the state controller's office. In some instances, park and recreation budgets were obtained directly from the jurisdictions and were used in place of the information supplied to the state.

The following data on park and recreation financing are presented as examples to compare a jurisdiction's recreation budget with its overall budget, as well as to provide examples of income sources and expenditures. However, drawing conclusions solely from the amount of money a park department budgets compared to the jurisdiction's total budget and its total population can be a dangerous undertaking. These figures should be treated with caution because they do not give a complete picture of the public recreation dollars which are available to provide residents in and around a particular jurisdiction with recreational opportunities. In the case of San Francisco and Marin Counties, the presence of the Golden Gate National Recreation Area (operating budget for FY 1976, \$2,168,000) obviously provides residents with additional opportunities. Moreover, Marin County contains the Point Reyes National Seashore, Muir Woods National Monument, and several large state parks, each with its own operating budget. Similarly, the East Bay Regional Park District (budget for 1976-77, \$13,966,880) has a substantial influence on the city of Oakland, and the Santa Clara County Department of Park and Recreation (budget for 1976-77, \$8,696,044) and the Mid-Peninsula Regional Park District (budget for 1976-77, \$2,563,500) both affect San Jose. For the city of Hayward, a special district is the primary provider of recreational opportunities, and the city budgets very little for recreation.

Additionally, each jurisdiction budgets differently. For example, the Oakland Department of Parks and Recreation budgets for its own park police force, but does not budget for its own janitors, plumbers, carpenters, or electricians. Similarly, other park and recreation agencies may assume special budgetary responsibilities for services normally provided by other departments, or conversely, may have normally budgeted expenditures assumed by other general service departments. The lack of consistency with respect to the manner in which a jurisdiction allocates its budget to the various community service departments makes any direct comparisons of expenditures difficult, at best, and often misleading.

The multiplicity of budgeted recreational and leisure programs provided by school districts (adult education) and community college districts in each of the sample jurisdictions also must be considered, as should the recreational lands which recreation and open-space districts, as well as water and flood-control districts, make available. To be sure, these are not as responsive to urban recreational needs as a city park department, but they do make a contribution. Finally, it should be made clear that San Francisco is *both* a city and county, thus providing more services and consequently expending more dollars.

COUNTY LEVEL EXPENDITURES FOR COMMUNITY SERVICES
(dollar figures for community services have been rounded off to the nearest 500,000)

- A. Dollar amount
B. Percentage of total expenditures
C. Per capita expenditure

	<u>Alameda County</u>	<u>Marin County</u>	<u>San Francisco City and County</u>	<u>Santa Clara County</u>
1975 Population (est'd.)	1,120,800	216,500	715,674	1,193,400
Total Expenditures	\$329,500,000	\$58,500,000	\$581,500,000	\$321,000,000
Per Capita Expenditures	\$294	\$270	\$811	\$269
Type of Service				
General (salaries, retirement, etc.)	A. \$24,000,000 B. 7.2% C. \$21	A. \$13,500,000 B. 23% C. \$62	A. \$130,000,000 B. 22.4% C. \$182	A. \$51,500,000 B. 16% C. \$43
Public Protection (courts, police, etc.)	A. \$65,000,000 B. 19.7% C. \$58	A. \$17,000,000 B. 28.7% C. \$78	A. \$82,000,000 B. 14.1% C. \$115	A. \$70,500,000 B. 22% C. \$59
Public Ways and Facilities (roads)	A. \$11,500,000 B. 3.5% C. \$10	A. \$4,000,000 B. 6.8% C. \$18	A. \$23,500,000 B. 3.9% C. \$33	A. \$18,000,000 B. 5.5% C. \$15
Health and Sanitation	A. \$66,000,000 B. 20% C. \$59	A. \$6,500,000 B. 11% C. \$30	A. \$69,500,000 B. 11.8% C. \$97	A. \$31,000,000 B. 9.6% C. \$26
Public Assistance	A. \$154,000,000 B. 46.6% C. \$137	A. \$14,000,000 B. 23.9% C. \$69	A. \$150,000,000 B. 25.8% C. \$211	A. \$148,000,000 B. 46.2% C. \$123
Education (libraries)	A. \$4,000,000 B. 1.2% C. \$3	A. \$1,500,000 B. 2.5% C. \$7	A. \$4,000,000 B. .7% C. \$5	A. \$4,000,000 B. 1.2% C. \$3
Recreational and Cultural Services	A. \$375,000* B. 2.1% C. \$6	A. \$1,500,000 B. 2.5% C. \$7	A. \$22,500,000 B. 3.8% C. \$31	A. \$8,500,000 B. 2.6% C. \$7

*The county budgets this amount for recreation. However, to more accurately reflect the total expenditure, one half of the East Bay Regional Park District budget (\$7 million) has been added to this amount before computing (B) and (C). Alameda and Contra Costa Counties do not have park and recreation departments as a unit of county government. The EBRPD provides this service for both counties.

Source: State Controller's Office, FY 1975-76, *Annual Report, Financial Transactions Concerning Counties of California*.

CITY LEVEL EXPENDITURES FOR COMMUNITY SERVICES
(dollar figures for community services have been rounded off to the nearest 250,000)

- A. Dollar amount
- B. Percent of total expenditure
- C. Per capita expenditure

	<u>Hayward</u>	<u>Oakland</u>	<u>San Jose</u>
1976 Population (est'd.)	96,905	362,000	557,700
Total Expenditures	\$20,500,000	\$120,500,000	\$107,000,000
Per Capita Expenditures	\$211	\$333	\$192
Type of Service			
General Government (salaries, retirement, etc.)	A. \$7,250,000	A. \$58,000,000	A. \$40,750,000
	B. 36.2%	B. 40.8%	B. 38%
	C. \$75	C. \$190	C. \$74
Public Safety (police, fire, etc.)	A. \$8,500,000	A. \$38,750,000	A. \$33,000,000
	B. 42.5%	B. 32.3%	B. 30%
	C. \$87	C. \$107	C. \$60
Public Works (streets, sewage)	A. \$3,500,000	A. \$12,000,000	A. \$19,500,000
	B. 17.5%	B. 10%	B. 18.2%
	C. \$36	C. \$33	C. \$35
Health	A. —	A. —	A. \$700,000
	B. —	B. —	B. .6%
	C. —	C. —	C. \$1.25
Libraries	A. \$673,000	A. \$3,000,000	A. \$3,500,000
	B. 3.3%	B. 2.5%	B. 3.4%
	C. \$7	C. \$8	C. \$6
Parks and Recreation	A. \$542,000*	A. \$9,500,000	A. \$8,225,000
	B. 16%	B. 7.9%	B. 7.7%
	C. \$33	C. \$26	C. \$15

*The city budgets only the amount shown for recreation. The higher amounts for (B) and (C) are because 45 percent of the Hayward Area Recreation and Park District's budget (\$2,700,000) has been added (that percentage being Hayward's share of the total population which the district serves).

Source: State Controller's Office, FY 1975-76, *Annual Report, Financial Transactions Concerning Cities of California*.

From the tables, the obvious conclusion is that recreation, as a community service, does not command the per capita dollars that other essential community services do. However, for the above jurisdictions, as well as for most others, recreational opportunities are available elsewhere and do not stop at jurisdictional boundaries. Residents are not as dependent on a city to provide recreational services as they are for the other community services listed.

As mentioned, the primary providers of leisure-time opportunities for residents of the sample jurisdictions fall into two categories: either the city park and recreation department, a unit of general purpose local government, or a park and recreation district, set up independently as a special-purpose district. The city of Oakland's Park and Recreation Department and the Hayward Area Recreation and Park District provide examples of these primary providers. Oakland is an older, moderately large core city with a sizable number of black residents (about one third of the population). HARD serves the city of Hayward with a population of approximately 100,000, plus an adjacent unincorporated area with a population of approximately 117,000; the area is mostly suburban and has a substantial percentage of Mexican-Americans. Oakland's population has changed very little since the 1970 census, while Hayward has experienced a moderate increase during the same period.

The following tabulations for Oakland and HARD provide recreation income data for FY 1975-76.

RECREATION INCOME DATA, OAKLAND/HAYWARD

Oakland Department of Parks and Recreation

General Fund	\$5,839,980 (about 3% of this is Revenue Sharing)
CETA	1,259,873
Community Development	679,548
Redevelopment Agency	253,886
HUD (Open Space)	281,211
EDA	130,775
CSA	73,932
HUD (Neighborhood Facilities)	22,206
LWCF	7,198
Fees (largely golf courses)	507,671
State Park and Recreation Bond	92,546
State Department of Education	257,148
State Division of Highways	2,539
Other Local	85,352
Donations	87,357
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TOTAL	\$9,581,222

Hayward Area Recreation and Park District (HARD)

Tax Income	\$4,203,635
User charges and fees (golf courses, \$229,946)	569,514
Concession and royalties	20,614
HUD	85,984
Revenue Sharing	21,384
CETA	260,985
Donations	843,200
Land dedication fees	41,435
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TOTAL	\$6,046,751

Summarizing from the above tabulations, the sources of income as a percentage of the total park and recreation budget were as follows.

SOURCES OF INCOME, OAKLAND/HAYWARD

<u>Oakland DPR</u>		<u>HARD</u>	
General Fund	59.1%	Tax Income	69.6%
Federal Funds	30.0% (including	Donations	14.5%
	Revenue	Fees	9.5%
	Sharing)	Federal Funds	6.4%
State Funds	3.6%		
Fees	5.3%		
Donations	.9%		

The above clearly demonstrates both the financial strengths and weaknesses of the city park and recreation department and the special purpose park and recreation district. The financial autonomy of the special district makes possible a more flexible approach in spending priorities. Generally the special districts seem to have a "higher profile" in the community than do city park and recreation departments, perhaps accounting for their relative success in obtaining donations. Conversely the city department of parks and recreation, as a unit of general purpose government, is eligible to receive directly from the federal government revenue-sharing monies and assistance from various block grant programs administered by federal agencies.

The expenditure patterns listed below show significant differences in the financial situations of the two recreation agencies, which were also indicated by information obtained through interviews.

RECREATION EXPENDITURES, OAKLAND/HAYWARD

Oakland DPR

Personnel	\$6,150,269
Operation and Maintenance	1,178,758
Capital Outlay	80,079
Capital Improvements and Projects	2,172,116
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TOTAL	\$9,581,222

HARD

Capital	
New Development	\$ 758,724
Rehabilitation	625,513
Acquisition	196,585
	\$1,608,222
Operation and Maintenance	2,213,076
Programs	1,146,582
Planning and Training	51,661
Other	1,027,210
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TOTAL	\$6,046,751

According to staff, the Oakland Department of Parks and Recreation has no funds budgeted from local property tax or general funds for land acquisition. Surprisingly, Oakland is managing to increase their participation in matching grant programs, using 1974 State Park and Recreation Bond monies and the state's urban park funding as match for federal funds.

With regard to the financing issue, study team members heard needs that are common to all jurisdictions — additional funds for operation and maintenance and additional funds for renovation. These two concerns were expressed by core city parks and recreation departments caught up in their jurisdiction's ongoing financial squeeze; they were also expressed, however, by a regional park district with a secure and expanding

internal budget augmented by notable successes in obtaining state and federal grants assistance as well as donations.

The use of the Land and Water Conservation Fund (LWCF) to help finance these needs was mentioned during the course of the interviews with the jurisdictions. Federal regulations governing use of the fund aside, it was felt by some local park and recreation administrators that federal involvement in operation and maintenance would likely result in local policy boards cutting off the local contribution. Thus, some administrators felt they would be no better off than before.

Nearly all jurisdictions expressed concern over the complicated application procedure for LWCF assistance. Apparently with the relative ease with which locals can obtain federal block grant assistance, they view the procedures for categorical grant assistance as cumbersome. Suggestions were made by the jurisdictions for resolving this problem. One was for the local administrator to sign an affidavit which states that they will follow the regulations to enable them to receive assistance quickly in instances of opportunity purchases. Along these lines, it was also suggested that locals be furnished immediately with a letter stating that their application is in order thereby enabling the local park administrator to proceed immediately with purchase negotiations. No guarantee of approval of the grant is sought, just a procedural go-ahead. Another was for all federal agencies to standardize contractual compliance and affirmative action guidelines. Finally, they expressed a desire for a low- or no-interest federal revolving fund to allow them to move quickly and provide a more stable funding source.

The impact of the LWCF on local governments in the nine-county San Francisco Bay Area has been rather insignificant. The total amount of financial assistance provided by the fund to the nine counties since 1966 amounts to about \$24 million. This amount, spread over a more than 10-year period, represents a very small part of the total recreation budget for the nine-county region. For example, last year alone the San Francisco Park and Recreation Department budgeted approximately the same amount.

Considering the amount of total assistance which the fund has provided to the region's two core cities, San Francisco and Oakland, its impact is even less striking. Over the past 10 years, Oakland has received about \$350,000 and San Francisco about \$800,000. There were several reasons given for this by the jurisdictions. One was the bothersome amount of red tape associated by the jurisdictions with the LWCF application process, as opposed to the relative ease with which most federal block grants can be secured. This condition, of course, is true not only of the LWCF, but of most categorical grant programs. Another reason given was the presence of the "regional" criterion placed by the state on all local project applications. What this said was, only projects with regional significance could receive priority consideration for LWCF assistance and specified an acreage figure necessary to meet the criterion. In effect, this condition virtually eliminated cities such as San Francisco and Oakland, which

contain only a very limited amount of vacant land suitable for recreation. This condition has since been removed by the state.

The potential impact of the LWCF on urban recreation will be increasing for two reasons: the recent amendments to the fund, which eventually could make available to California more than \$50 million, and the priority now being given by the state to meeting urban recreational needs. Thus, not only will there be more LWCF monies available, but an increasing share of that amount will be made available by the state to fund urban projects. The obstacles which made it difficult, if not impossible, for cities to obtain LWCF assistance in the past have been removed, and they are now in a more advantageous position to be funded. In California, however, competition for LWCF monies remains. In the past, the state has been receiving projects from local governments statewide totaling six times the dollar amount available to them from the fund.

On the federal side, the LWCF has been used quite extensively here in the Bay Area. For the acquisition of Point Reyes National Seashore, except for the initial \$14 million appropriation, all of the \$65 million was LWCF. LWCF monies were used to acquire all of the private lands in the Golden Gate National Recreation Area at a total cost of some \$35 million. For acquisition of the San Francisco Bay National Wildlife Refuge, \$8 million will come from the LWCF, the remainder being Duck Stamp monies.

Funding assistance to local park and recreation departments from the state of California has been increasing over the years. The most recent (1974) state bond passed for parks and recreation has resulted in nearly \$4 million being allocated to the three major cities of the nine-county Bay Area (Oakland, \$1,100,000; San Francisco, \$1,625,000; and San Jose, \$1,250,000).

Moreover, the current emphasis of the California Department of Parks and Recreation is directed toward meeting urban needs. To this end, a 3-year, \$75 million state program (the Roberti-Z'berg Urban Open Space and Recreation Program), being funded for the acquisition and development of recreation areas and facilities in an urban setting, was enacted in 1976. The Department of Parks and Recreation is now finalizing a plan of study for a statewide assessment of needs, to be funded from this program and due to be completed in 1978. This legislation authorizes an ongoing program funded by appropriations in each year's budget act. Last year, \$25 million was appropriated by the state legislature to the Department of Parks and Recreation for this program. Allocations from the 1976 appropriation include a little more than \$4,800,000 for the nine-county Bay Area. The East Bay Regional Park District has been allocated the largest single amount (\$834,500) as the recipient of both Alameda and Contra Costa Counties allocations. The city and county of San Francisco has been allocated \$770,000; San Jose, \$478,000; and Oakland, \$390,000. All three of these cities are listed as "heavily urbanized" and receive priority consideration for funding.

Federal assistance through programs administered by the Department of Labor, the Community Services Administration (CSA), and the Department of Housing and Urban Development (HUD) were universally used and applauded by local park and recreation departments and even some special districts. The use of Labor's Comprehensive Employment and Training Act (CETA) funds for the Summer Program for Economically Disadvantaged Youth (SPEDY) has been particularly useful to park and recreation departments with operations and maintenance problems. CSA's Summer Youth Recreation Program (SYRP) provides grants for recreational opportunities for disadvantaged youngsters. While not a large amount, the funds are available at the right time (summer). Also the year-to-year uncertainty felt by the local departments with respect to the funding of this program apparently has worked to their advantage since it is thus looked on as new money. The locals expressed a need for more money and greater flexibility in its use.

The financial crunch is very real, particularly to those local park and recreation departments that are units of general purpose government. Their needs are across the board, not only for operation and maintenance, but also for acquisition and development. Even cities like San Francisco, now in the third year of a 15-year acquisition, development, and renovation program financed entirely by an annual *ad valorem* tax levy, has financial problems. The fund provides San Francisco with approximately \$3 million each year. However, with acquisition costs skyrocketing (an alley plus the adjoining warehouse in Chinatown will cost around \$1 million to acquire) the money does not go very far. Cities like Oakland have virtually no capital funds for acquisition, and San Jose, very little.

The prognosis for those cities which are currently in a financial bind is not good. For them the situation is likely to worsen, for in addition to existing financial problems, new problems are just now surfacing which will compound the crisis. For example, recently there have been a number of court settlements to individuals as a result of personal injury suits against park and recreation departments. As a result of these settlements, some major insurers are either raising premium rates for liability coverage or cancelling altogether. Whether a park and recreation department goes to an outside source for liability coverage or they are self-insured, the results are likely to be the same — increasing costs for liability insurance coverage. Also, the use of foundations and donations as a supplemental funding source seems to work best for those park and recreation agencies who have the least need for it. Attempts by the Oakland Department of Parks and Recreation to set up a "Friends of Parks" type foundation were frustrated because potential benefactors are understandably more interested in providing financial assistance for high-visibility acquisition projects rather than for operation and maintenance. Moreover, the expertise required to successfully obtain donations is a very specialized one, often requiring the hiring of an individual with this background. Again, those departments with financing problems are least able to do this even though their need is the greatest.

ADMINISTRATION AND ORGANIZATION

There are many administrative and organizational factors which influence the effectiveness and efficiency of the recreation delivery system. The interrelationships among public agencies, commercial recreational enterprises, and private nonprofit agencies are important components in understanding how the recreation delivery system works, as are the internal administrative structures of the recreation agencies and their personnel policies. The following narrative seeks to identify issues and problems related to administration and organization.

NONRESIDENT USE

None of the sample jurisdictions expressed a major concern over the management costs they are incurring for areas which attract recreationists from outside their jurisdictions. Some jurisdictions have softened the impact by setting higher fees for nonresidents and by giving their residents preference in registering for programs, but the general attitude is that residents from the various jurisdictions in the San Francisco Bay Area use each other's parks and that expenses are fairly equitably distributed. The only real problem identified concerning nonresident use occurs when urban and suburban residents arrive in great numbers at campgrounds on the fringe of the metropolitan area. Some of these areas are operated and maintained by more rural counties (Solano and San Benito) with relatively small recreation budgets. Nonresident fees and a reservation system exclusively for residents are being experimented with as a means of alleviating this problem.

COMMERCIAL RECREATION

Although it is difficult to quantify, we know that commercial recreation plays a vital role in the total leisure service picture in the San Francisco Bay Area. This becomes painfully obvious when certain types of commercial opportunities are absent. Neighborhood interviews identified a serious concern over the closing of nearby ice-skating rinks or bowling alleys or over the absence of movie theaters in the area.

Cooperation between public and private recreation providers appears to be good. Not only are commercial recreation operators utilized as concessionaires by many of the public recreation agencies to provide services that they cannot provide themselves, but also some neighborhood recreation leaders work with commercial recreation

enterprises in developing recreational programs utilizing commercial facilities. For example, the leader might offer bowling, roller-skating, or ice-skating programs, and the commercial operator might in turn offer a group discount rate to the program participants. Similarly, a recreational leader might make an excursion to a theme park possible for inner-city children by arranging for a group discount from the operator.

We did not learn of any major conflicts between public and private recreation providers in the course of this study. However, a trend toward the development of more private recreational clubs and planned-unit developments with their own recreational facilities has emerged in parts of San Francisco. As the wealthier residents of the city fulfill their desire for safer and better-maintained facilities by financing their own, it is possible that they will become less and less interested in pushing for the upgrading of public facilities.

PRIVATE VOLUNTEER AGENCIES

Volunteer groups are performing a tremendous public service in providing recreational opportunities that would not have otherwise been possible. They have mustered the volunteer labor necessary to stretch the local recreation agency budgets as far as they will go.

Cooperation between private volunteer organizations and public recreation agencies takes many forms. In some cases volunteer groups will develop specialized facilities on public lands, and in some cases they will provide the funds and/or manpower necessary to maintain them. In other cases they may run recreational programs on public facilities to expand the range of opportunities the recreation agency is able to offer. Sometimes volunteer groups will offer the facilities on which the recreation agency runs its programs. And sometimes volunteer groups will run programs on their own facilities completely independent of the public recreation agencies. As an example of private organizations cooperating to expand recreational opportunities, a private foundation grant funds a program in Santa Clara County which provides a coordinator to recruit Campfire Girl leaders in low-income neighborhoods and provides funds to pay the organization dues for girls from low-income families. Unfortunately, it appears that this grant will be running out at the end of this year.

Although there has not been a concerted effort by recreation agencies to coordinate with volunteer programs run independently from their own, few neighborhood and jurisdictional contacts felt this was a major problem. In fact, having some parallel programs was seen by most to be a very healthy situation in that different sponsors have varying degrees of success at reaching different segments of the community. However, in a few neighborhoods where public recreational programs are deteriorating and

volunteer agencies have increased the scale of their recreational programs to compensate, some competition has developed between recreation providers over funding (Summer Youth Recreation Program and Summer Program for Economically Disadvantaged Youth, for example) and the use of limited public facilities. The lack of significant conflicts in the majority of neighborhoods does not mean that better knowledge of each other's programs would not be an asset. Exchanging information on innovative ways to run various programs is certainly mutually beneficial. Also, there may be cases where two groups are trying to run the same type of program and neither attracts enough participants to efficiently run the program.

Although volunteer groups can be a tremendous asset to the community, there can be a danger in relying too heavily on the contribution of volunteer groups in providing recreational services, in that the distribution of services tends to become distorted. Volunteer groups in more affluent neighborhoods tend to be able to generate more funds and recruit more volunteers, labor, and organizational expertise than in poorer neighborhoods. Also, even small user fees for private, volunteer programs can inhibit children in the most financially impacted neighborhoods from participating.

MULTIPLE USE OF PUBLIC FACILITIES

Undoubtedly spurred by the tightening financial picture in the urban centers of the San Francisco Bay Area, there has been an increasing trend towards multiple use of public facilities. The use of school facilities, water-supply reservoirs, flood-control waterways, and military reservations for recreational purposes has been substantial, although there are still numerous additional opportunities which should be realized.

In general, the cooperation between school districts and local recreation agencies is very good; but because cooperative ventures between schools and recreation agencies are voluntary, their extent varies somewhat from city to city, and there is room for improvement. Also, individual school principals seem to maintain a considerable amount of autonomy and control over how much community use is allowed after school hours.

In most cases, the schools make their playfield facilities available to the local recreation agency for programming after school hours, and often the cooperation does not end there. The Hayward Area Recreation and Park District and San Jose Parks and Recreation Department are expanding the recreational opportunities available to their communities by developing facilities on school grounds for both school and community use and in some cases by pooling their resources with those of interested school districts to develop joint school-community projects. The San Jose Parks and Recreation Department has also acquired land adjacent to school land to expand the potential of both areas and is sharing some facilities with adult education programs.

Another type of innovative program being initiated is in-school recreational programs run by local recreation agencies. Noontime recreational programs are offered, sometimes including the use of gyms or multipurpose facilities. There have even been experiments in using recreation department personnel to occasionally conduct the physical education classes during school hours. In this program the recreation agency provides students with ideas on how to enhance their everyday physical education program. The in-school program gives the recreation leaders an opportunity to reach all of the children in the neighborhood with an introduction to the kinds of programs they offer, and the response from both the teachers and the students has been very enthusiastic.

Possibly the largest unrealized potential for use of school district lands for recreation in the San Francisco Bay Area lies with those school facilities which are being closed due to a rapid decline in enrollment. These school sites are often strategically placed within the neighborhood and could be converted for recreational or other community services with minimal modification. At a time when public space within the urban environment is at a premium, the loss of these sites to private development seems unfortunate. Additional justification for retention lies in the recognition that neighborhood population trends can reverse themselves. Neighborhoods now largely occupied by families with grown children may experience a turnover in ownership at some future time and evolve into a neighborhood of young families again. It seems important to retain at least some of the closed sites in public ownership to accommodate future fluctuations in the youth population. In the interim, they could be serving pressing community needs, including a need for recreation.

Presently, efforts to retain these sites are inhibited by the school districts' desire to recover their investment by selling the property and by the fact that there are often state funds invested in these schools which the state insists on recovering.

Water-supply reservoirs and the watershed lands surrounding them provide an important recreational resource to the citizens of the San Francisco Bay Area and promise to play an even more important role in the future.

The Marin Municipal Water District's lands were the first in the study area to be opened to the general public. Public hiking trails criss-cross this expansive area, and a substantial amount of hiking, fishing, picnicking, and horseback riding take place on these lands. Water-contact sports and boating are not allowed.

In 1972, the East Bay Municipal Utility District (EBMUD) opened up substantial portions of their watershed lands to the public for recreational and educational purposes. Hiking, fishing, picnicking, horseback riding, and motorless boating are prime recreational activities, and EBMUD has recently prepared a master plan identifying areas with environmental education potential. They are now writing up agreements with the local

county school superintendents for use of these areas. EBMUD leases some areas to recreation agencies for park and trail development and management, and it allows nonprofit groups to run day camps in certain designated areas.

The Santa Clara Valley Water District (SCVWD) leases their eight reservoirs to the Santa Clara County Department of Parks and Recreation for recreational development and management. One of them, Lake Vasona, is probably the most popular recreational resource in the county. The SCVWD does not have the same expansive watershed lands around their reservoirs that the other water districts in the San Francisco Bay Area have, but the County Parks and Recreation Department has acquired some lands to enhance the recreational potential of these areas. Fishing, picnicking, and motorless boating are major recreational uses on some reservoirs, while motorboating and waterskiing are important at others. Even some of the percolation ponds are stocked with fish and opened for public fishing. The SCVWD also makes their flood-control channels and creeks available to recreation agencies who wish to take on the responsibility of developing and managing these areas for recreation, as does the Alameda County Flood Control District.

More opportunities for multiple use of public facilities exist. Many creeks flowing through urban areas have significant recreational potential, untapped due to the absence of a public recreation agency willing to accept responsibility for recreational development and management of the area. Residential property owners with lands adjacent to these flood-control channels sometimes oppose opening them to the public for fear their homes will be more vulnerable to robbery and vandalism. This is debatable since the presence of recreationists and recreation supervision may actually serve as a deterrent to those now trespassing on these lands. A possible future solution is to design the street patterns of new subdivisions to place roads instead of homes adjacent to the flood-control waterways.

The San Francisco Water Department has been reluctant to open up their watershed lands. They are planning to open up a portion of the Crystal Springs watershed, calling on the San Mateo County for recreational development and management (primarily for riding and hiking — no boating or water contact), but there are other Water Department lands with significant recreational potential that remain closed to the public.

The San Jose Water Company, a private enterprise, has a substantial amount of land surrounding their reservoirs which is presently closed to the public but has significant recreational potential.

Another potential multiple use of facilities which has not fully been capitalized on is the development of recreational facilities such as tennis courts or parks on top of covered water-storage reservoirs. These facilities are often located in or close to the central city area, where recreational lands are at a premium.

Many of the military lands in the San Francisco Bay Area have been converted or are in the process of being converted to public use, including substantial lands now administered by the National Park Service within the Golden Gate National Recreation Area. The Presidio remains in military hands, but it is an open base, providing open-space amenities and recreational opportunities such as walking and bicycling through the pleasant, predominantly natural grounds.

FEDERAL RECREATION PROGRAMS

There was some general concern expressed over a lack of unified federal recreation policy, but the most disturbing characteristic of the various federal programs to the local recreation managers is that each federal agency has its own set of guidelines on how to fulfill federal laws and policies. This, coupled with the fact that each federal agency seems to constantly change their guidelines, makes applying for many federal grants a time-consuming and expensive proposition. It would be very helpful if general federal laws and executive orders that apply to all federal recreation grants (such as affirmative action) could be translated into standard guidelines used by all federal agencies.

ADMINISTRATIVE STRUCTURE

The cities of Oakland and San Jose seem to have been successful in decentralizing much of their recreational programming functions. Recreation center directors are given a budget and a great deal of autonomy in developing programs which are particularly relevant to neighborhoods they are serving. Community advisory councils have been established for each center to provide the center directors with citizen input. The success of the programs varies with the competence and enthusiasm of the center directors and their advisory councils, but the potential seems to be present under such an administrative structure for developing relevant, community supported programs.

Another development is that some local recreation agencies are beginning to see themselves as community service organizations rather than strictly as traditional recreation providers. The Hayward Area Recreation and Park District, for instance, coordinates a program where retired people volunteer to help senior citizens with their tax preparation or with banking questions, and they line up people in the community to offer a small amount of time to be with those confined indoors (a concert violinist to play for an elderly violinist who can no longer play, or a travel agent to talk with a retired person who used to be a travel agent, etc.). HARD also allows the Hayward Probation Department to utilize their facilities, allows community groups to use their conference room for public meetings, and allows members of the community to use their halls for weddings and receptions.

PERSONNEL

There is no shortage of qualified recreation personnel in the San Francisco Bay Area. If anything, there is an overabundance of graduates in the recreation field. However, the suggestion was made that colleges and universities prepare their students with management and finance-budget backgrounds along with a recreation background by including such subjects as administration, management, supervision, economics, and budgeting in their recreation curricula.

One complaint frequently heard during jurisdictional interviews was that hiring the best qualified personnel available to fill job vacancies is not always an easy task. In fact, civil service regulations and personnel department red tape sometimes make it impossible to reach individuals viewed as the best qualified by the recreation agency manager.

Training funds are generally available to personnel on the recreation agency staff either on a partial or full reimbursement basis so long as the training is job related. The exchange of ideas between staff, however, is perhaps an area which deserves attention. Recreation center directors and leaders could learn a lot from each other if they were brought together to discuss specific successes and problems they have experienced in the development and operation of programs.

It might also be valuable to institute an annual (or maybe more frequent) full-staff training session utilizing experts from outside the agency to discuss subjects such as drug abuse in parks, first aid and safety, and how to assist physically limited individuals in participating in recreational programs.

FEDERAL JOB PROGRAMS

The Comprehensive Employment and Training Act program has a significant impact on most recreation agencies in the San Francisco Bay Area, and the impact is critical in some cases. Those agencies which are in the financial position to do so are trying to utilize CETA employees only in supplementary positions so that if the CETA program is curtailed or discontinued, their basic staff will remain intact. Unfortunately, some agencies are in such a tight financial crunch that they do not have this luxury and will suffer severely if the CETA program is cut or eliminated.

Some agencies have concerned themselves with trying to help their temporary CETA employees find permanent jobs. HARD sends out announcements with CETA employee checks reminding them that their jobs are temporary and encouraging them to do some job

hunting. HARD also allows their CETA employees time off for job examinations and job interviews. Oakland tries to work their CETA employees into permanent positions when they become available. One unfavorable by-product of Oakland's policy has been that recently all permanent openings in the gardening crew have been filled with ex-CETA employees who do not have an educational background in horticulture. There is a concern that this could eventually leave the agency without the education and expertise necessary to fill a vacant foreman position.

The Summer Program for Economically Disadvantaged Youth has received glowing reports, especially from recreation leaders on the neighborhood level. Faced with a budget which may provide only one leader on a playground visited by 50, 60, or sometimes 70 children during the summer, they view the recreation aides provided through this program as a lifesaver. One problem associated with the program is that the local administrators are not given enough advance notice of the total amount of money they will be allocated to allow them to most efficiently and effectively organize their programs. Another common complaint is that the program's economic qualification criterion is too tight. Youth from families near the poverty level who are enthusiastic about participating in the program are being turned away because their families are not quite poor enough, while local administrators of the program are furiously recruiting youths who are not very interested in the program but who meet the economic criterion. Similarly, there was a concern expressed in Santa Clara County that the 1970 Census data being used to set racial and jurisdictional quotas is outdated, making the quotas somewhat unrealistic. With the limited flexibility afforded them in meeting these quotas, they have had to turn away minority youth seeking employment while actively recruiting white youth to fill their quotas. Demand for the program, especially in Oakland, indicates that if more money was appropriated to enlarge the program, it could be well spent in reaching more youth with job opportunities and further enhancing local summer recreational programs.

The Youth Conservation Corps (YCC) is another federal job program which seems to be very successful in the San Francisco Bay Area. There are plans for 72 camps in California this year, including programs at Golden Gate National Recreation Area, Lake Berryessa, Mount Diablo and Mount Tamalpais State Parks, and on BLM lands in Garberville. The demand for the program far outstrips the supply, as 1,498 youths from the cities of San Francisco, Oakland, Hayward, and San Jose applied for the YCC program this year and 73 have been selected. Not only does the YCC program accomplish many valuable projects that would not have been possible without the use of YCC crews, it also provides youth with an extremely valuable experience — an income with an introduction into what holding a job is all about, role models in the program supervisors, environmental education, and possibly most important, an opportunity to learn to work with others, and in the case of the resident program, to live with others. Friendships have developed in this program, and youth from totally different socioeconomic backgrounds have shared their various perspectives on the world.

RECREATIONAL PROGRAMS

OVERVIEW

demands by users to be included in the planning process and a recognition by professionals that they cannot “plan in a vacuum” are reflective of the complexity. Neighborhoods and communities vary just as much as individuals to the extent that there is seemingly no quantitative standard of land, facilities, or programs which can be used to measure the success or effectiveness of recreational opportunities. In order to confront this problem, the study team attempted to gain insight into the perception of users, through interviews with neighborhood residents regarding the effectiveness of recreational services they are now receiving.

One of the major objectives of the interviews was to learn of recreational programs which encourage people to use land and facilities or help them through teaching necessary skills or providing organization and supervision. The diversity of interests, opportunities, special programs, and barriers to participation is such that any facet could be, and sometimes has been, the subject of in-depth analysis consuming as much time as the team had available for covering the entire spectrum. Thus, while the discussion is necessarily broad in scope, it should point towards the kinds of factors which must be considered in formulating alternative solutions to the increasing demands for recreational opportunities.

Recreational programs are the catalyst that translate the acquisition of land and development of facilities into meaningful opportunities for people. Programs are as diverse as the many agencies which provide them and may foster either active or passive activities for a fee or free. Programs may provide equipment, transportation, education, resource interpretation, or entertainment; or they may be as simple as encouraging or helping people to participate through dissemination of information regarding the availability of opportunities.

The nine-county Bay Area has a staggering variety of recreational programs. These programs are administered by park and recreation departments (Oakland), community

college districts (Marin County), and even by a board of education (San Francisco). Although this variety is a source of pride to many administrators, at the same time they recognize the need to do much more. The needs and interests of the individual communities are far too diverse for any one agency to be able to maintain adequate expertise or afford the entire expense. Consequently, a variety of organizations and agencies, public and private, have evolved to meet the urban, suburban, and exurban needs for recreational opportunities. The study area has recreational program opportunities being provided at all levels of government and by a wide range of private or quasi-public organizations and institutions.

The number of agencies which have recreational programs within case study jurisdictions vary according to the facilities available, financial support, and department administrative policy. Program emphasis in one jurisdiction may differ significantly from other jurisdictions because they may depend upon different agencies to provide recreational program services. Beyond program emphasis, the distribution of services provided by jurisdictions varies considerably. While it is difficult to generalize, it appears that neighborhoods which are well organized and vocal tend to be the most satisfied with available recreational program opportunities. It also appears that, with some significant exceptions, the degree of organization tends to be proportional to income levels. The Marin County Community College District has developed what is probably the greatest variety of recreational program opportunities.

Federal involvement in recreational programs is becoming significant in the development of Golden Gate National Recreation Area. Current programs include both the traditional resource-oriented activities, such as camping and hiking, and cultural programs, art shows, environmental education, and related activities.

State involvement provides a multitude of areas throughout the study area containing natural and historical features. Programs are thus oriented primarily towards understanding and appreciation of these park resources, with exhibits, environmental education, and cultural heritage programs receiving the major emphasis.

County jurisdictions are accepting increasing responsibilities for offering program services in urban areas. The large amounts of unincorporated land within the study area comprise a resource base from which to plan areawide programs. Counties have somewhat broader tax bases from which major land acquisitions and developments can be made. Marin County Park and Recreation Department envisions an increasing role in supplementing community parks and programs in cities financially unable to meet recreational needs. An alternative approach, such as presently occurs in parts of San Mateo County, is to formalize agreements wherein cities provide programs on county-owned land.

The study area is unusual in the number of regional park districts which cross jurisdictional boundaries. These special districts offer great potential and are currently filling a substantial part of the need for recreational opportunities. East Bay Regional Parks provides programs on district-owned lands and has an outreach program aimed at greater public awareness of the opportunities available, which range from picnicking, hiking, and horseback riding to programs for environmental education and awareness.

Local parks and recreation departments have traditionally played the leading role in the provision of recreational programs. In addition to the city park and recreation departments, there are substantial programs being administered by adult and community college districts, school districts, utility and water districts, and to a limited extent, by other municipal departments which sponsor youth clubs and related programs. Community centers, neighborhood parks, and school yards are often focal points of a neighborhood and tend to provide the major link between its residents and the recreation administrators. However, recreational programs are not always evenly distributed. In San Francisco, for example, the city has identified six high-need areas where programs and facilities will be expanded. The problem is frequently related to financial deficiencies, especially for operations and maintenance. As more capital expansion and programs are funneled into high-need areas, the department's visibility begins to wane in other areas, contributing to decreased taxpayer support in wealthier communities. San Francisco Parks and Recreation Department officials feel that there is an increasing trend for people to utilize facilities provided by the private sector, for example, tennis clubs and planned-unit developments. In one sense this trend has a negative impact: increasing the distance between affluent, middle-income, and low-income citizens. Certainly, a contributing factor to this trend is the public desire for safe and well-maintained facilities and a growing fear in many neighborhoods to use public facilities.

SPECIAL GROUP PROGRAMS

The majority of the jurisdictions interviewed in this study offer programs designed to meet the needs of special groups, such as senior citizens, handicapped, youth, and ethnic minorities. There is, however, much variation between different jurisdictions in the amount of emphasis placed on special group programs and the success of those programs. Although recognition at the county level has increased, the best examples can be found in the programs of local park and recreation agencies.

Senior Citizens

As the population of people over 60 years grows, there is an increasing awareness of their needs; programs for senior citizens are definitely getting increased attention in the Bay Area. In Hayward, for example, the Hayward Area Recreation and Park District's

many senior centers offer a variety of year-round programs, ranging from cultural pursuits to physical education. Seniors are often utilized as instructors to ensure that programs are tailored according to the desires of the community senior citizens.

San Jose exhibits a mix of public and private sector programs for seniors, with the private sector getting involved when transportation or language barriers limit the effectiveness of publicly provided programs.

San Francisco programming for seniors varies from neighborhood to neighborhood. There is an unmet need for these types of programs in the Chinatown and Hunters Point areas. In San Francisco's Western Addition, an area with a high percentage of senior citizens, some needs are being satisfied through a variety of programs for people living in senior citizen complexes.

East Bay Regional Park District has developed an outreach program to serve seniors. However, the district has difficulty adequately reaching those seniors not affiliated with its outreach program.

Handicapped

Special activities are offered for handicapped persons in various city recreation centers. The city of Oakland offers programs for the physically and mentally handicapped. The programs range from locally run craft and service projects, special tours and events, games, gymnastics programs, etc., to coordinated events with various outside agencies in the city, like the Cerebral Palsy Center and the California Neurological Association. Special summer programming is also offered, with a diversity of activities. The Hayward Area Recreation and Park District provides recreational, educational, and therapeutic program opportunities. Their programs are offered annually, and focus especially on the young adult and adult segments of the community. Additionally, programs are available to mentally retarded children on Saturdays, including team sports, community field trips, hiking, and nature study. The San Jose area also offers classes and recreational opportunities for the handicapped. One program, Homebound, uses its recreation staff and volunteers to reach physically handicapped adults confined to their homes. Various services and programs for adults and children that include lifetime activities and social skill-oriented activities are provided. Some day camp activities are also available.

A common complaint voiced by handicapped citizens concerns the awareness and training of recreation leaders; many felt that leaders are not properly trained to sensitively deal with handicapped persons. Generally, although many handicapped people do not feel blatantly precluded from recreational programs, they still are unhappy with how they are included in recreational programming. Programs are criticized for segregating the handicapped when trained staff members could be involving them in many activities, participating with the rest of the population. In one community in San Jose a special

center for the handicapped trained the recreation staff to become aware of the needs of physically limited people. The center trains the handicapped to use facilities within their own communities without having to resort to specialized facilities.

Tiny Tots to Teens

Program opportunities for teenagers vary, but many neighborhood groups expressed a need for more programs, particularly for teenage girls. Most often, traditional recreational programs are provided: arts and crafts, sports and games, etc. Because of inadequate facilities, many popular recreational activities, such as tennis, golf, and swimming, are unavailable. In some instances, very few organized activities for this particular age group are provided by public agencies. Frequently, they are provided by community or private organizations. This age group generally finds recreational opportunities provided commercially to be more responsive to their needs.

Many local jurisdictions now provide numerous programs for tiny tots. The cities of Oakland, San Jose, and Hayward offer such recreational programs at neighborhood centers and school facilities. The need for such programming is expanding, given the rising number of single parents and the increasing tendency for both parents to work.

Ethnic and Minority People

Opportunities for this group vary from city to city and neighborhood to neighborhood. Even among communities containing a high concentration of a specific ethnic or minority group, the availability of programs fluctuates. For example, in the Oakland Chinatown area, public recreational programs are available for a small segment of the community (mostly youth), but programs for senior citizens, women, and young men are deficient. Many private agencies in this community supplement public recreational programs, providing activities for men, seniors, and tiny tots. Nevertheless, an inadequate supply of recreational opportunities for women and families exists in the Chinese community of Oakland. These program deficiencies appear to be recognized by the community and park professionals, and with a new facility now under construction a more intensified and varied program will become available. In the San Francisco Chinatown community, many recreational opportunities are offered by community groups; however, these organizations lack sufficient financial resources to cover the demand. Additionally, many community members do not belong to any affiliated organized groups and therefore do not receive adequate leisure services. In the Western Addition of San Francisco, where many ethnic minority groups reside, recreational programs are poorly distributed and inadequate. The community feels that the San Francisco Recreation and Parks Department is behind times in providing programs and that those programs available are unimaginative.

In Oakland, where many residential areas contain ethnic/minority groups, neighborhood facilities provide special cultural activities and programs. Some neighborhoods expressed a need for more facilities for lifetime activities, such as golf and

tennis. Other neighborhoods felt that insufficient equipment hampered their ability to run "decent" programs, especially activities for specific age groups. Other major needs (housing, employment, etc.) were stated as priorities; however, well-organized and well-supervised recreational programs were also clearly desired.

San Jose residential areas with a higher concentration of Mexican-Americans felt that more programs are needed to provide "social experiences" and "social interaction." Existing programs seem to be well received.

Marin City, with a predominantly black population, lacks program opportunities of many kinds, due in part to inadequate facilities.

EDUCATIONAL PROGRAMS

The artificial distinction drawn between education and recreation in the past is gradually dissolving, and recognition is being paid to the re-creating aspects of learning and the educational aspects of recreation. Most recreation agencies now provide arts and crafts courses, and the demand for them is mushrooming as people begin viewing them as a recreational as well as an educational activity. Similarly a growing number of adults are enrolling in classes at community colleges and adult education centers as a leisure-time activity rather than for the purpose of attaining a degree. While this is occurring, teachers are discovering that the reverse is also true: Recreation is an extremely effective learning tool. Games are being used to teach all kinds of information, ideas, and skills, and teachers are discovering that students often retain knowledge gained in this way much longer than that received in a traditional classroom setting. Experimental education (field trips) is a program in which students are introduced to an activity or setting which is related to what they have been learning about in school. Often it is the recreational aspects of such a trip that initially capture a child's imagination, but the result is that the academic subject studied comes alive and is more fully understood. Unfortunately budget reductions in many school districts have resulted in a reduction or even elimination of such field trips.

Environmental education is perhaps the ideal example of the interrelationship of education and recreation. Learning about various aspects of the natural environment of an area can substantially enhance the recreational experience of hiking or sightseeing in an area. At the same time, the recreational experience of visiting a natural setting can add meaning to books or lectures on the natural sciences. There is an extremely high interest in environmental education activities in the San Francisco Bay Area, but because it has both educational and recreational aspects, the responsibility for providing environmental education programs is not clearly defined.

The state of California Environmental Education Act of 1970 encourages the development of environmental education programs for students and teachers and provides some planning and implementation grants to school districts, but in most elementary schools the extent that environmental education is worked into the curriculum depends on the interests and knowledge of each teacher. One exception is that some school districts offer overnight camp programs to all of their students. Community colleges provide a wide array of environmental education classes and adult education centers also sometimes offer such classes. The contribution of local recreation agencies in this field varies considerably. The regional special districts and county park systems seem to make the largest contribution, while city agencies generally are not as actively involved. East Bay Regional Park District has probably the most extensive program in its environmental education center and staff of interpretive rangers. The Mid-peninsula Park District has established a program using docents trained by the local university. The Hayward Area Recreation and Park District has a nature center, is developing a shoreline area for environmental education, and runs a Day in History Program in which school children visit a historic site within the district wearing clothes of the historic period and observing authentic demonstrations of what life was like during that period. The district plans to acquire an old rodeo grounds so that urban children can be introduced to the rural occupation of ranching. The state provides extensive interpretive facilities and personnel in their state parks, as does the National Park Service at the Golden Gate National Recreation Area.

Unfortunately many urbanites, especially residents of the inner city, have not been exposed to recreational and environmental education opportunities in natural settings. There is often a fear, or at least an uneasiness, about the unknown that inhibits many from availing themselves of the abundant natural areas located on the fringe of the metropolitan area. The Golden Gate National Recreation Area staff has developed an outreach program aimed at introducing urban children to natural areas in the park. They have found that by inviting neighborhood children to come to GGNRA as a group for a day camp program, the children feel much more comfortable. An overnight experience is also offered and has proven to be a highlight of the program. An eventual goal of the program is to help children identify with the GGNRA and grow comfortable with its natural surroundings so that they will return on their own or with their families to enjoy the Golden Gate National Recreation Area and other natural resource parks in the area.

According to our interview sources, one type of recreation-oriented education which is not being dealt with in any comprehensive way is leisure counseling. Neither the schools nor the recreational agencies have accepted responsibility for this function. Some of the recreation agency managers feel that this function should be part of a new emphasis in the school systems on providing students with practical lifetime skills. Along with training in how to be a smart shopper, how to be a good

parent, and how to interview for a job, they should be exposing students to the whole range of leisure-time opportunities open to them and providing them with skills necessary to participate in them. Most schools continue to heavily emphasize team sports, and give little attention to recreational activities that will be more useful throughout the individual's lifetime.

PUBLIC INFORMATION

Most local recreation agency managers do not place much emphasis on their public information programs. A few innovative ideas have been tried, but for the most part local recreation agencies rely on brochures distributed in stores, schools, and other public areas. The Hayward Area Recreation and Park District is an exception. They mail out a brochure listing all of their recreation areas and programs to every residence (64,000) four times a year. The cost of this type of bulk mailing has inhibited other recreation agencies from conducting such mailings. The postal service bulk rate schedule, which gives the lowest rate of 2.3 cents to labor unions, nonprofit groups, and school districts, charges cities and states 7.2 cents. This makes such a mailing an expensive proposition. The Santa Clara County Parks and Recreation Department has taken an innovative approach in trying to reach their constituents and yet keep their costs down by arranging with local college students to prepare public information spots to be shown on local television stations.

PRIVATE AGENCY PROGRAMS

The private sector is, of course, an important provider of recreational programs throughout the study area and particularly within the urbanized portions. Service agencies, such as Boy Scouts, Girl Scouts, YMCA, YWCA, Boys Clubs, and Girls Clubs, plus various settlement houses provide a remarkable range of recreational and leisure services. The service agencies of the five Bay Area counties for which detailed information was available (Contra Costa, San Francisco, Marin, Alameda, and San Mateo) had a budget of \$22 million for the provision of recreational and group services during 1976. The service agencies of the remaining four counties budgeted an estimated \$5,600,000 for recreational and group services. The fact that these agencies rely heavily on volunteer workers boosts the actual value of these programs even higher.

For many people living in the urban core areas, particularly the young, the services of these agencies constitute the bulk of their recreational opportunities. Even though many programs of these agencies overlap programs provided by the public sector, there does not appear to be a great deal of coordination between the two sectors. The service agencies are very program oriented, with approximately 70 percent of their budget going for personnel, whose energies are further supplemented by volunteers.

PLANNING AND RESEARCH

The planning process has undergone some dramatic changes during the last few years, the most significant being the opening up of the decision-making process to the public. Public input is generally gathered through public meetings and hearings or through input submitted by neighborhood or special interest groups. This has provided the recreation agencies with a new source of information and insight, but it has also brought with it costs and problems.

At the same time that the gathering of public input is being factored into the recreation agencies' planning process, their financial situation in many cases is rapidly deteriorating to the point where there are not enough resources to meet all the recreational needs of the jurisdiction. This has often resulted in a struggle between different neighborhoods for a bigger piece of an ever-decreasing pie. The best organized neighborhoods have quickly become experts in making their views known through public hearings and other procedures established for gathering input, and there is a concern that this can lead to the allocation of resources to the best-organized areas or groups rather than those with the greatest need.

The situation has been aggravated by the distrust many recreation agencies have of the techniques available for evaluating recreational needs in their jurisdictions. They are aware of the deficiencies of relying solely on pressure groups for public input, but few agencies have performed comprehensive needs assessments that they feel comfortable with. If the recreation agency does not know what the needs of an unorganized neighborhood or segment of the population are but is being heavily lobbied by a neighborhood or

group that knows exactly what it wants, the recreation agency is apt to fill the recognized need. In the absence of strong planning data and justification, political considerations loom larger.

Two major park agencies in the Bay Area, however, have had recreational needs surveys carried out in their respective jurisdictions and have expressed confidence in the results. The California Department of Parks and Recreation has just selected a consultant for a comprehensive statewide recreational needs assessment. The results of this analysis are scheduled to be presented to the state legislature in December 1978. The survey is probably the most comprehensive ever undertaken. It will include what people do and what they would like to do. Three sets of demand projections are envisioned: optimistic, pessimistic, and most likely to be fulfilled. These demands will be related to the supply of available resources to identify deficiencies. The survey will include indoor recreation and an analysis of the role of the private sector. Additionally, there will be an intensive survey of sample core city areas.

Basic research in the field of needs assessment may help alleviate this problem, but the more fundamental need is for the development of a better ongoing planning process which encourages constant communication between the maintenance personnel, the recreation center directors and other recreation leaders and programmers, the recreation planning staff, and the decision makers.

Beyond the need for better internal communications is the need for additional communication and coordination among the park and recreation administrators in the nine-county Bay Area. Since use of recreational facilities by the public does not follow jurisdictional boundaries, planning for recreation should not be unduly constrained by these boundaries.

Planning is often viewed as a process which is initiated when the existing published plan becomes so outdated that it is no longer useful and/or defensible. This has serious repercussions on the research functions of local recreation agencies as well as the planning functions. Presently, needs assessment, user surveys and observations, basic program evaluation, and other research functions are only triggered by the development of a new planning document. Recreation, however, is not a static field. There is no final solution in the identification of needs and the design of areas, facilities, and programs. The answers are always changing, and without a means of obtaining continual feedback from both users and nonusers in the community, recreation agencies have difficulty in being able to identify and react to the changes in recreational services desired by their constituents.

Most local recreation agency directors see a need for research aimed at developing practical tools that they can directly apply in their jurisdictions, but they are not aware of much research of this type being conducted and they do not feel they

can afford to scan all of the research papers being produced. Many rely on National Recreation and Parks Association magazines and conferences as a source of relevant research material.

Basic research topics mentioned as items of interest include studies on practical techniques for program and facility evaluation, resource capacity, recreational demand, recreation for special groups (seniors, teens, handicapped), and barriers inhibiting recreational use. It was also suggested that some attention be paid to determining what motivates people to recreate in the hope that if we can determine what human needs are being fulfilled by different recreational activities, we will have a better idea of what mix of facilities and programs can serve to meet the entire spectrum of recreational needs.

Several recreation agencies expressed a need for research which substantiates the claim that recreation has tangible social benefits. One suggestion was a demonstration project in which funds for recreational programs, areas, and facilities would be made available to a community with a high juvenile delinquency rate and limited recreational opportunities to determine what effect recreational opportunities have in reducing social problems.

Considering the tight financial situation most recreation agencies are in, the suggestion was made that more research emphasis be placed on making recreation delivery systems more efficient. The Hayward Area Recreation and Park District researched what it was costing them to finance their own janitorial staff and found that they could save a considerable amount of money by contracting for janitorial services with a private company. Joint use of maintenance equipment between different public agencies might also prove to be a money-saver if it is investigated.

Local recreation agencies stressed that most of their research needs are for timely site-specific or at least jurisdiction-specific information. Much of the need in the San Francisco Bay Area for this type of research could be met by local universities. Every year recreation graduates produce master's theses, many of which duplicate efforts done by dozens of students before them and few of which end up being put to practical use by recreation managers. If recreation agency research needs could be communicated to graduate classes, the students could gain some practical experience, and the recreation agencies could gain some needed research results. This type of arrangement has been experimented with in several jurisdictions and it has proved quite valuable if the recreation agency is willing and able to provide the student with sufficient staff direction.

Research assistance requested from the federal government is coordination and standardization of recreational data gathered by agencies to improve the interchangeability of information.

PARKLANDS AND FACILITIES

OVERVIEW OF THE BAY AREA

The combination of a great bay rimmed by largely undeveloped hills provides the residents of the San Francisco Bay Area with an almost unsurpassed physical setting — an ideal union of nature and man. The renowned Golden Gate, flanked on the south by the gleaming buildings of San Francisco and on the north by the rugged headlands of Marin County, marks the entrance to San Francisco Bay. On the far shore, the cities of the East Bay stretch along the narrow bay plain. On the west shore of the bay south of San Francisco lie the Peninsula suburbs. To the south, San Jose spreads out over much of what was the agricultural Santa Clara Valley. Capping this metropolitan complex are a series of tree and grass covered ridges, containing some residential development, but largely undeveloped. Beyond the bay ridge, the hills remain in open space, mostly grazing lands. In the past 25 years, however, large-scale residential development has taken place in the intervening flatlands, principally in the Concord/Walnut Creek area, the Livermore/Pleasanton area, and Santa Rosa to the north.

Geographically, the San Francisco Bay Area can be viewed as three distinct units: at the core, San Francisco Bay, some 421 square miles of protected open space; the cities ringing the bay; and finally the great outer ring of grasslands, chaparral, redwood, Douglas-fir, and oak woodlands interspersed with residential development and agriculture. Recreation occurs in all three areas, but the great majority occurs in the urbanized area where the people are. Generally, the recreational opportunities available on or along San Francisco Bay require access to a car or boat and are rather specialized. The same can be said of the recreational opportunities existing beyond the urbanized areas — they too are specialized and require access to a car. It is within the urban ring that the widest range of recreational and leisure opportunities is available — but paradoxically, it is also the area where the greatest need for more opportunities exists.

The mild climate found throughout the study area has a very positive effect on recreation. The yearly temperature range is narrow, particularly along the coast and around San Francisco Bay. Inland the climate is more extreme — warmer in the summer and colder in winter. During the summer, fog develops along the coast and is pulled through the Golden Gate by the higher interior temperatures. Much of the western parts of San Francisco and San Mateo Counties experience fog during the summer months. Otherwise, summers are warm and sunny. The Pacific Ocean, kept to a cool 50 to 55 degrees Fahrenheit the year around by the California Current, does not attract swimmers and surfers in any great number despite the presence of many public beaches along the coastal portion of the study area. The bay also does not attract much water-contact recreation. Again, water temperature is likely to be the principal reason, since water quality has increased considerably in the past few years.

RECENT TRENDS IN THE GROWTH OF RECREATIONAL SYSTEMS

Dramatic changes have taken place in the complex of park and recreational systems in the Bay Area since the early 1960s. All levels of government have expanded recreational and open-space programs significantly, both in areas and facilities. Except in the core cities like San Francisco and Oakland, where the urban development pattern has traditionally been set and there has been little open land available for addition to park and recreational systems, the most dramatic change has been the increase in park acreage. This has come about as the outlying counties and suburban communities have attempted to meet growing recreational needs of the rapidly expanding urban complex with a parallel expansion of park and recreational areas.

Federal Government

Prior to the 1960s there was no real federal involvement in recreation in the San Francisco Bay Area. The extent of federal recreation real estate consisted of the 500-acre Muir Woods National Monument. Since then, two major recreation areas, the Golden Gate National Recreation Area and Point Reyes National Seashore, have been authorized by Congress and are being administered by the National Park Service to serve growing recreational needs. The U.S. Fish and Wildlife Service has also had two major new areas authorized, San Pablo Bay and San Francisco National Wildlife Refuges at the north and south ends of the bay, respectively. These are wildlife preserves and are not considered suitable for high-density urban recreational use. In addition both areas are new and have no developed public areas. Eventually, however, they will contain facilities for nature study, hiking, and environmental education. The Bureau of Reclamation has been administering Lake Berryessa in Napa County for recreational purposes for about 2 years, and the Bureau of Land Management administers a designated recreation area, suitable for limited hiking, in northern Sonoma County.

State of California

At the state level, expansion of recreation areas and facilities has involved four agencies, the Department of Parks and Recreation, the Department of Fish and Game, the San Francisco Bay Conservation and Development Commission, and the Coastal Zone Conservation Commission.

There have been no recent major new state parks in the Bay Area except for Henry W. Coe State Park, a primitive area in the Diablo Range southeast of San Jose. There have, however, been three major bond issues passed in 1964, 1974, and 1976, which have provided several million dollars for development of state park facilities in the Bay Area. In addition, the state has recently instituted a policy change regarding its recreational role. As a result, the state will divert more money and planning efforts toward providing urban recreation. This includes acquisition and management of some lands, as well as financial and planning assistance to county and local governments. In the Bay Area two state parks are already in the process of being established. Candlestick State Park will primarily serve the residents of the Bayview/Hunters Point district of San Francisco, and China Camp will serve regional needs but will be particularly convenient to residents of Marin County. Both parks include bay shoreline frontage.

Until about 1970, the Department of Fish and Game, as a state agency, was focused almost entirely on hunting and fishing use in areas such as Joyce Island and Grizzly Island in the Suisun Bay area. Their focus has changed and is now directed toward preservation of wildlife habitat, some of which may have recreational value as well.

The Bay Conservation and Development Commission (BCDC) is a relatively new state agency, responsible for regulating development along the San Francisco Bay shoreline. While not directly responsible for providing recreation, their permit power on bay-fill and development has resulted in BCDC's securing additional public access to the bay shoreline. Essentially BCDC is another element in the complex of factors which makes up the strong trend in the Bay Area toward preserving open space and the natural environment and providing resource-associated recreational opportunities.

The Coastal Zone Conservation Commission, which came into existence as a result of the 1972 Coastal Initiative program, is comprised of one state commission and six regional commissions. The commission is charged with preparing a comprehensive, coordinated, enforceable plan for the orderly long-range conservation and management of the natural resources of the coastal zone and with requiring development in coastal waters and in a 1,000-yard shoreline permit area. Originally set up as a temporary agency, the commission is now a permanent part of the state government. Their plan has been completed, and recreation is an important part of the plan, which also calls for expansion of

recreational opportunities along the coastal zone of the study area through purchase and other means.

Counties and Special Districts

There has been wide variation in the type and amount of recreation areas and facilities provided by the individual counties. For example, Napa County currently has almost no county park system, but is now completing a countywide study to plan such a system. Santa Clara County has already developed a fairly comprehensive park system including several large resource-based areas. The East Bay Regional Park District for many years has provided Contra Costa and Alameda Counties with an extensive resource-based park system.

Except for the federally managed units, it is the special districts in the Bay Area that exemplify the most dramatic increase in the availability of recreational lands and facilities. East Bay Regional Park District, now consisting of about 40,000 acres of recreational lands, has experienced an enormous increase in lands and use within the last decade. Until recently this agency had concentrated almost entirely on large resource-based areas in the undeveloped East Bay hills. In the past few years, however, they have turned their attention to the bay shoreline as a recreational resource. This move also puts more emphasis on providing convenient recreational opportunities in concentrated urban areas.

The Midpeninsula Regional Open Space District was created within the past 5 years to acquire and preserve open space in the foothills and bay-front lands of San Mateo and Santa Clara Counties. This agency and the Marin Open Space District are prime contributors to the recent trend in the Bay Area of preserving open-space lands through acquisition. These two agencies are unique in that their program is to purchase lands in fee largely for their open-space amenities, recognizing that such lands also have recreational potential for hiking and riding.

City Park Systems

In contrast to regional, state, and federal recreational systems, city park systems have not enjoyed a large-scale expansion, particularly not in the large older urban complexes. This is due largely to the static tax base of these core cities, which makes expansion of the park system difficult since other community services such as public safety and welfare command a higher priority for funding. Compounding this situation, those federal funding programs which gave priority to city park development and renovation, such as Model Cities, Open Space, and Urban Beautification, are no longer functioning.

The major expansion of city parks has been associated with new suburban communities, built since World War II. As suburban expansion has taken place, zoning and other regulations (particularly, the Quimby Ordinance) have begun to require developers to provide open space, parks, and school sites as an integral part of these new communities.

EXISTING PARK AND RECREATIONAL RESOURCES

Because there are great contrasts in landscapes, weather, and population density in the nine Bay Area counties, there are parallel contrasts in the availability of recreational opportunities, reflected in size of areas, resources, accessibility, types of use, and facilities.

Even with the mild climate allowing year-round outdoor recreation, there is a sharp contrast in weather and temperature — the coastlands are cool and foggy during much of the year, while inland areas are hot and dry during the summer and fall. Along the coastline and even within San Francisco Bay, there is very little swimming during the summer months because the water is too cold. Also, there is frequent fog during the summer months, and there are few sunny areas protected from coastal breezes. Thus, water-contact sports tend to be concentrated in a few warmer and protected bay and coastal areas, and in the few freshwater reservoirs where such use is allowed.

Except for the San Francisco shoreline and several small outlying communities, the Pacific Ocean coastline along with its adjacent upland area is relatively undeveloped. And it possesses some of the region's most interesting biotic communities, as well as spectacular landscapes with potential for hiking and other low-density recreational uses.

The Bay Area is unique on the West Coast, in that it contains some of the nation's most concentrated urban development. For example, in the Chinatown neighborhood of San Francisco, open space is simply nonexistent. By contrast, Solano and Sonoma Counties to the north are composed almost entirely of open space, with only scattered concentrations of population.








General Characteristics

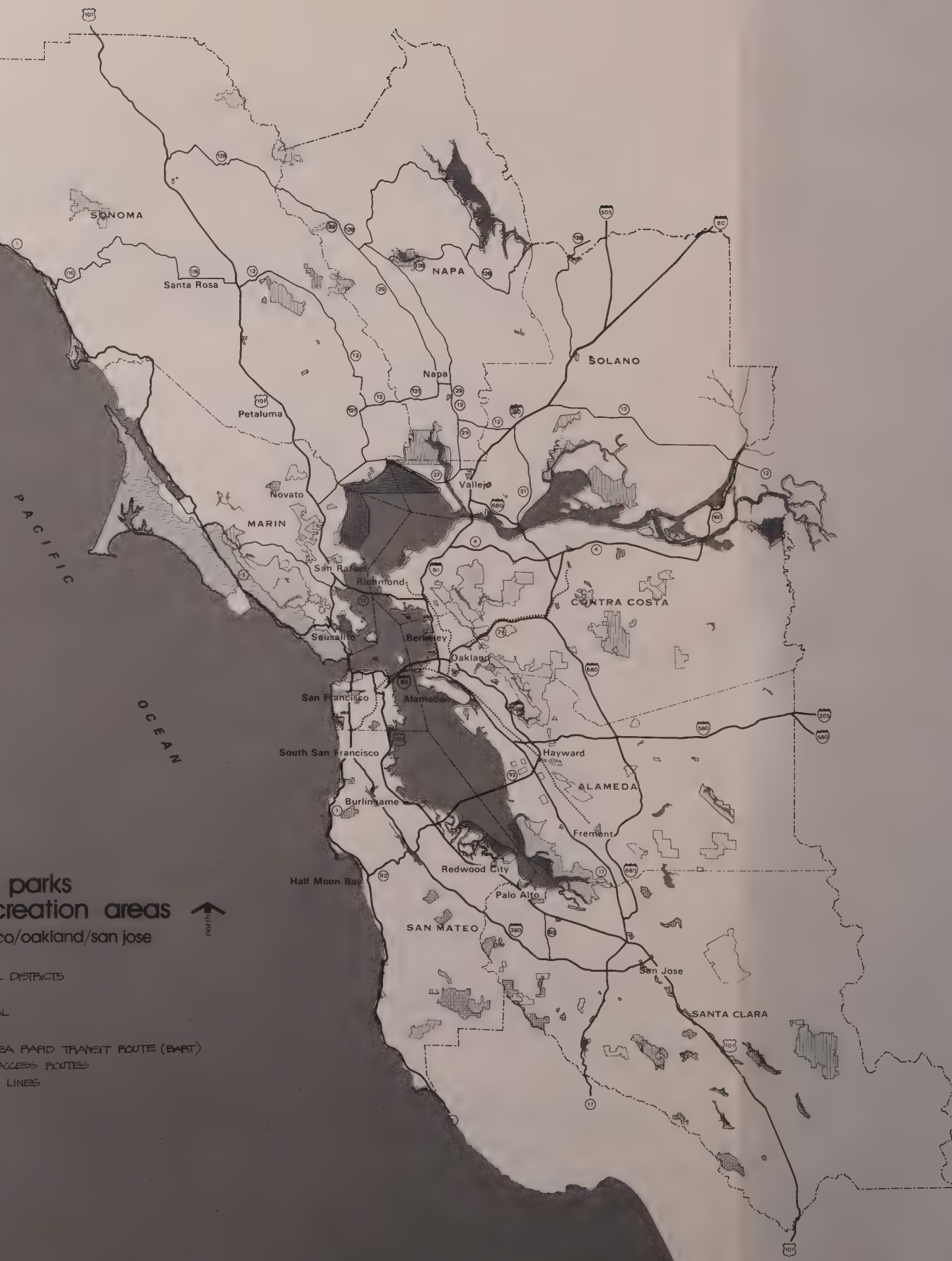
The landforms of the Bay Area dictate, to a great degree, the form and extent of urbanization. These landforms also affect the pattern of open space and the locations and types of recreational areas.

San Francisco Bay is, without doubt, the most significant open space in the region. Its 421 square miles provide an excellent community separator between the two major urban centers, San Francisco and the East Bay cities. Moreover, the bay and its shoreline have considerable recreational potential for uses such as boating, fishing, hunting, and nature study. Given the current authority vested in the State Bay Conservation and Development Commission, the bay will remain as open space due to the nearly complete stoppage of fill. Additionally, the upgrading of water quality is improving the bay as a marine ecosystem.

Southern San Francisco Bay, northern San Pablo Bay, and eastern Suisun Bay merge into broad valleys containing highly productive agricultural lands as well as rivers, creeks, and marshlands. These areas, too, are invaluable open space amenities although significant portions, particularly the Santa Clara Valley, have been lost to urbanization.

existing parks
and recreation areas
san francisco/oakland/san jose

-  SPECIAL DISTRICTS
-  LOCAL
-  FEDERAL
-  STATE
-  BAY AREA RAPID TRANSIT ROUTE (BART)
-  MAJOR ACCESS ROUTES
-  COUNTY LINES



There is also a series of coastal ranges, running generally north and south, reaching elevations of about 1,000 to 4,000 feet along their summit ridges. These mountains, along with San Francisco Bay, are responsible for the variety of climate. To some degree they control and limit urban sprawl, and they provide the greatest potential for urban open space and resource-oriented recreational use.

Variety and Types of Recreation Areas and Facilities

The following tabulation, based on information from the California Department of Parks and Recreation, lists the acreages of existing parks and recreation areas in the nine counties of the Bay Area.

PARKS AND RECREATION AREAS, TOTAL ACREAGES BY COUNTY

County	Acreage			
	Land	Water	Wetland	Total
Alameda	18,943	3,601	83	22,627
Contra Costa	61,266	7,511	12	68,789
Marin	185,290	2,617	212	188,119
Napa	5,890	800		6,690
San Francisco	4,976	59		5,035
San Mateo	16,943	74,761	309	92,013
Santa Clara	44,240	3,963	9	48,212
Solano	6,059	332	6,000	12,391
Sonoma	25,322	203	5	25,530
Total	368,929	93,847	6,630	469,406

Miscellaneous Neighborhood Areas: Especially in the heavily populated urban centers of San Francisco and Oakland, many leisure-time activities tend to be associated with any available space where people can congregate. This may be storefront areas, streets, vacant lots, or backyards. Use is almost completely unstructured and ranges from children's games to informal social gatherings by teenage groups and adults. These types of activities tend to be woven into the social fabric of the central cities and are not associated with any public recreation area or agency. Occasional playgrounds and landscaped areas have been designed into the more recent public housing developments; these are administered and maintained by the public housing authority or by a local neighborhood body.

Small Urban Parks, Squares, and Playgrounds: According to current data available from the California Department of Parks and Recreation, there are between 800 and 900 neighborhood parks in the nine-county Bay Area. About half of these are playfields.

Many of these are paved and most are associated with school facilities. The remaining half are landscaped neighborhood parks. The highly urbanized areas, such as Oakland and San Francisco, have fewer open spaces, more lower income residents, more concentration of use in small neighborhood parks, and as a result, a much larger percentage of small paved playfields in comparison to suburban communities.

Facilities tend to promote structured uses such as children's playground activities, tennis, baseball, and other field sports. A few, like Washington Square in San Francisco's North Beach area, function as an informal open space with unstructured use. And Washington Square is within the most densely populated part of the Bay Area.

Use and accessibility vary greatly depending on location. Neighborhood parks in suburban areas are usually bounded by quiet streets and are truly "neighborhood parks" in character and in user cross-section. During weekdays, most of these areas receive very little use in contrast to more highly urbanized area parks like Washington Square, which are often within neighborhoods having unique characteristics which attract regional visitation. In these highly urbanized areas, neighborhood residents must compete with outside visitors for use of their parks. An additional problem is that many small urban squares and parks are bounded by major thoroughfares. Thus, although they are close to a large population, access is not necessarily convenient, especially to children.

Administration of small urban parks, squares, and playgrounds is almost entirely by city recreation agencies and by the public schools.

Large Parks Within Urban Core Areas: These are few in number and are generally of two types. They may be literally created landscapes, the best example being Golden Gate Park, an area of over 1,000 acres of landscaped park on land that originally was mostly sand dunes. Lake Merritt in Oakland (155 acres) and Kelly Park in San Jose (156 acres) are also examples of these intensively managed larger urban parks. The second type of large open space within the urban core is best exemplified by the San Francisco portion of the Golden Gate National Recreation Area and by San Francisco's Lake Merced Park. While parts of these large parks support high-density use and are intensively managed, they also contain considerable acreage which remains in somewhat a natural state. That portion of the Golden Gate National Recreation Area within the city and county of San Francisco contains about 4,000 acres, but only about 1,000 acres is actually administered as a public recreation area; the remainder is part of the Presidio and is used by the military, but it is accessible to the public. Lake Merced Park contains about 900 acres, most of which is water surface.

Accessibility to these major urban parks is varied. Lake Merritt is accessible by private car, city bus, and the Bay Area Rapid Transit (BART) facilities. Kelly Park is accessible by city bus, but with somewhat limited service. All major parks in San

Francisco are served by the city transit system. It is important to recognize, however, that all transit systems in the Bay Area are designed to serve commuter traffic and do not function adequately as an alternative to the automobile for recreationists. For example, BART does not run on weekends. Moreover, in San Francisco, areas are easily accessible by car, but from neighborhoods such as Hunters Point it takes about an hour and a half on transit systems to go the 6 or 7 miles to Golden Gate Park or the Golden Gate National Recreation Area.

Regional Resource-Oriented Park and Recreation Areas: Within this general class is perhaps the greatest variety of resources, sizes of areas, use densities, and administering agencies. Such areas exist in all parts of the Bay Area except within the urbanized core, and even here areas such as Golden Gate Park function also as regional recreation areas. No attempt will be made to describe all such areas, but the following examples indicate the range of regional recreational opportunities available and who generally administers them.

The San Francisco portion of Golden Gate National Recreation Area has been mentioned as one of the large urban core parks. From a regional perspective, this area combined with the Marin County portion of GGNRA and with Point Reyes National Seashore creates the Bay Area's largest single recreation area, comprising about 100,000 acres. Uses vary from extremely high-density use of the Aquatic Park area of San Francisco to very low-density use of the extensive wilderness areas in Point Reyes. Activities include hiking, riding, camping, fishing, picnicking, special cultural events, performing arts, nature study, and environmental education. There are also significant historical resources.

The coastlines of Sonoma and Marin Counties to the north and San Mateo County to the south are dotted with several beach parks, such as Pescadero State Beach and similar areas. Uses are water oriented — fishing, sunbathing, nature study, picnicking, and camping. Swimming is extremely limited due to the cold water and cool temperatures. These areas are administered mostly by the California Department of Parks and Recreation, with a few owned and operated by county park agencies.

Several mountain parks on either side of the bay preserve significant examples of the Bay Area coastal range. These include Tilden, Chabot, and Redwood Regional Parks, administered by the East Bay Regional Park District, and Armstrong Redwoods and Mount Tamalpais State Parks. Uses usually include picnicking, limited camping, hiking, and nature study. There are also many freshwater reservoirs supplying water for both irrigation and urban domestic uses. Some of these are managed also for recreational boating, fishing, swimming, and associated activities. Use limitations vary with the purposes of the reservoirs and the policies of the individual water districts. Administration of these inland reservoirs is by the state, individual counties, park districts, and in the case of Lake Berryessa, the U.S. Bureau of Reclamation.

Access to these areas varies with the distance from the urban centers and the amount of use. Limited bus service is provided to some parts of Golden Gate National Recreation Area, Point Reyes, and some of the regional parks in the East Bay hills. However, for all practical purposes the regional resource-oriented parks are inaccessible to persons who do not own or have access to an automobile. Given the distances involved, access problems, and existing methods of informing the public of recreational opportunities, the region's system of resource-based parks is utilized largely by middle- and upper-income level citizens.

Natural Areas: San Francisco Bay National Wildlife Refuge is perhaps the best example of this type of area — publicly owned and administered lands devoted primarily to preserving a significant ecosystem or complex of ecosystems. Nearly all of the recreation areas in this class are associated with the preservation of the San Francisco Bay shoreline and its associated tidelands and marshlands. Public recreational use is generally limited to hunting and fishing and some nature study. Access is almost entirely by private automobile, since most areas receive light use and are far removed from major transit routes. These areas are administered almost entirely by state and federal agencies, except for Palo Alto Baylands, a preserve administered by that city.

Open Space Preserves: Open space as a scenic amenity has long been a vitally important issue with many people in the Bay Area. In response to this there have been four specific instances in which agencies have been set up to purchase lands in fee, primarily for preservation as open space.

The Midpeninsula Regional Open Space District in southern San Mateo County and western Santa Clara County has purchased lands along the ridges above the developed Santa Clara Valley. Other properties are proposed for purchase in both Santa Clara and San Mateo Counties and on the bay shoreline, as well as in the hills to the west.

The East Bay Regional Park District is primarily a park and recreation agency. Recently, however, they have begun to purchase lands whose primary value is open space. These areas, which are identified as "regional wilderness," are essentially undeveloped lands having potential for very low-density recreational use such as hiking, riding, and backcountry camping.

Contra Costa County also has recently purchased two land parcels near Walnut Creek primarily for purposes of preserving open space. These lands are open to the public for hiking and riding and are currently administered by the county government.

Marin County has officially established an open-space district, the purpose of which is to purchase lands specifically for their open-space value. Although administered

by the Department of Parks and Recreation, it is considered a separate program with a separate purpose. Lands proposed for purchase are generally along the ridgetops in the east Marin area, the region of greatest population growth. About 10,000 acres have been purchased thus far, and all lands are to be open to the public for light recreational use.

In addition to the special open-space districts, there are also other lands under special management that are considered protected open space. Thousands of acres within the nine-county Bay Area are owned by various water districts as domestic watershed. None are subject to urban development and thus are protected open space. Availability to recreational users depends to a great degree on the policies of the individual agencies. Marin County water district lands are open to hiking, and much of the East Bay Municipal Utility District's watershed land is open for hiking, riding, and picnicking. San Francisco's watershed lands are all essentially closed to recreational use except by special permit or on designated lands owned by the water district but not within the topographic confines of the watershed.

The Bureau of Land Management owns and manages several thousand acres, mainly in Napa and Santa Clara Counties, but there are also a few scattered parcels in Sonoma and Solano Counties. One area in northern Sonoma County is open to the public for hiking. Other parcels are essentially closed to public use because of intervening private lands. They are, however, protected publicly owned space.

The Bay Area may well be unique with respect to the value many of its residents place on open-space protection and preservation. A surprisingly large number of active and spirited citizen groups in the Bay Area are focused on the preservation of some particular large natural area. Some of these groups have been very successful. Most notable is probably the Save the Bay organization. They were largely responsible for generating widespread public support for protecting the open-space value of San Francisco Bay, ultimately leading to the creation of a state agency with permit power over bay-fill. The Coastal Initiative, a grass-roots citizen effort to protect the California coastline, paved the way for the establishment of a state regulatory commission, the Coastal Zone Conservation Commission, which was recently given permanent status by the California legislature.

Significant Adjacent Resources and Privately Owned or Operated Recreation Areas:

No attempt will be made here to describe in detail the multifaceted leisure-time activities which are provided by the private sector. There are, however, a few significant services and geographical areas which provide an important part of the total current recreational program for Bay Area residents.

The city of Santa Cruz with its beaches and associated commercial services, and indeed the entire county of Santa Cruz, is a major recreational resource for the residents of San Jose and nearby South Bay communities. This recreational complex is less than an

hour's drive from central San Jose. San Francisco and the North Bay recreation areas require a 1½- to 3-hour drive for these South Bay residents. Moreover, even though it is technically "on the bay" the shoreline near San Jose is composed of mud flats, salt evaporation ponds, and marshes — all unsuitable for high-density recreational uses.

Marineworld in San Mateo County and Great America in Santa Clara County are examples of privately owned theme parks, perhaps best described as mini-Disneylands. There are at least four such complexes in the Bay Area and they are all intensively used.

There are several locations throughout the San Francisco Bay Area where wine grapes are grown. Wineries in many of these areas are open for wine tasting and tours through the wine-making facilities. Napa and Sonoma Valleys in the North Bay counties combine superb scenery along with what has been called the nation's finest vineyard land. Tourists and Bay Area residents by the thousands flock to these two valleys each weekend, particularly during the summer, to sample wine, picnic, and enjoy the pleasant rural atmosphere. Public park facilities in the area thus become more or less facilities for visitors whose primary interests are the grape and the wine it produces.

The Russian River enters the bay region in the north-central part of Sonoma County, flows generally south through Healdsburg, and then turns southwest to the coast at Jenner. Since the 1930s the lower river, from Healdsburg to near the coast, has been a major weekend retreat for Bay Area residents. Public parks are few, but the banks of the river abound with hotels, vacation homes, organized camps, and all the associated commercial services. This resort area suffered a drop in visitation during the post-World War II years as many people headed for weekends in the more spectacular Sierra Nevada Mountains to the east. But in recent years there has been a resurgence of interest in the Russian River resort complex, and it must now be considered a significant recreational opportunity for the region.

Craft fairs and exhibits are becoming increasingly popular in the Bay Area. The Renaissance Pleasure Faire in Marin County is an annual commercially operated craft and entertainment event taking place in a rural setting. The event occurs for at least 4 to 6 weekends each year and draws thousands of visitors. In addition, there are at least six annual craft shows in San Francisco alone and an unknown number in other locations throughout the region. These also draw large numbers of people. Often, streets are closed off to permit a leisurely stroll past the exhibits. The major purpose is for exhibit and sale of handmade crafts and artwork, but most events also include entertainment. Thus, the events have become an important leisure-time activity for many Bay Area residents.

Finally there is the city of San Francisco, with its spectacular setting, diverse cultural background, and colorful history. There also still remain a great number of historic buildings, and indeed entire neighborhoods, reminiscent of the past. The

city has become an attraction for visitors from the entire region — indeed, from the entire world. Tourists and residents alike spend much leisure time at public parks, at the complex of restaurants and shops, and in the diverse neighborhoods that give the city its unique character.

EXISTING MECHANISMS FOR LESS-THAN-FEE PRESERVATION OF OPEN SPACE

Less-than-fee preservation of open space has thus far been almost entirely a function of state and county governments in the Bay Area.

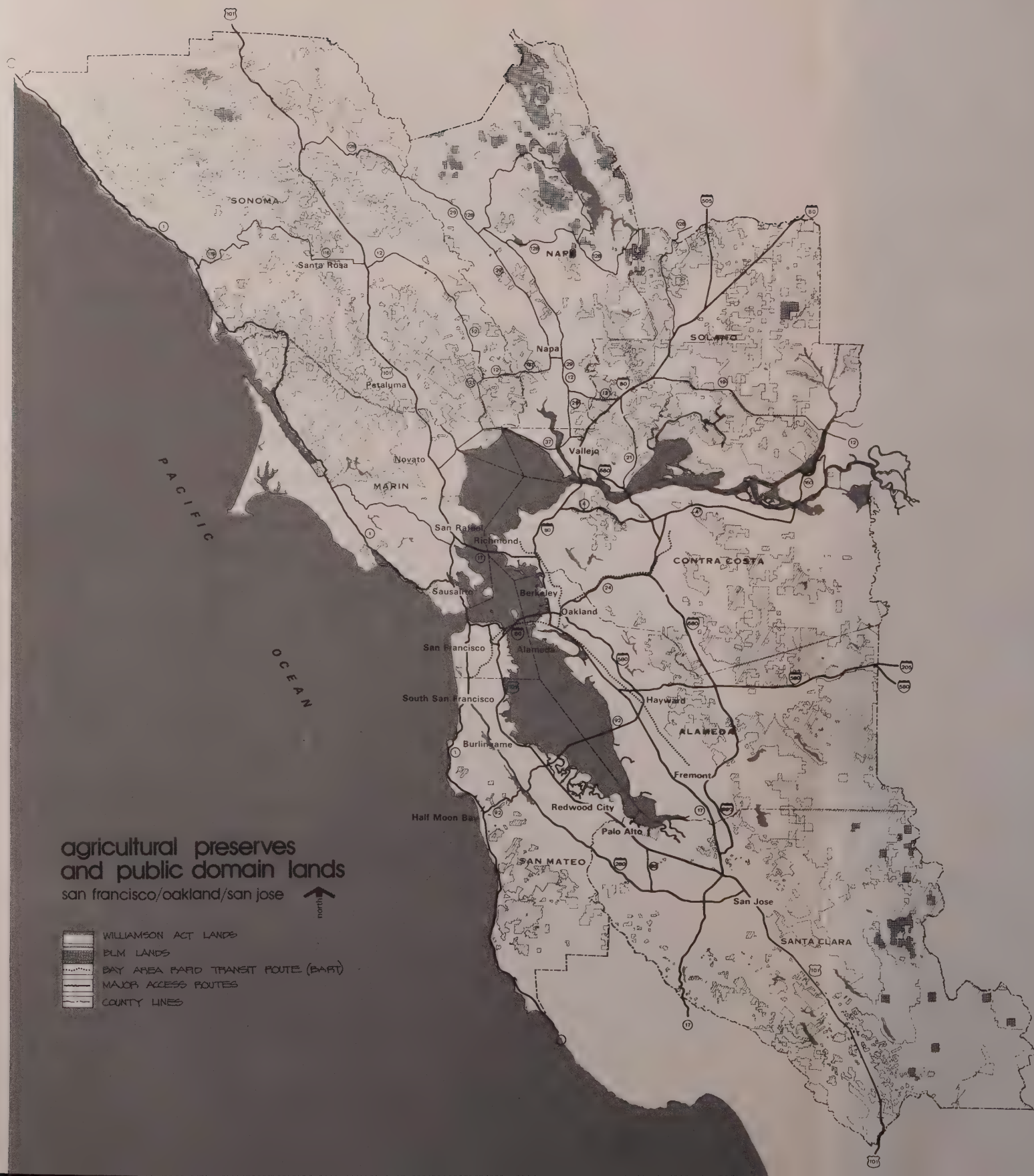
State of California

Two actions by the California legislature have had a profound effect on preserving open space in California by less-than-fee mechanisms. These actions, while increasing the potential for preserving open space as an amenity, are not directly connected with recreation. They do, however, affect public recreational efforts in that they improve the setting for lands administered for recreation and more narrowly define the function and responsibilities of recreation agencies at all levels.

The California Land Conservation Act, known as the Williamson Act, passed in 1965, enables local governments to establish agricultural preserves by entering into a 10-year voluntary contract with a landowner in which the property tax assessment will be based on the current use (usually agriculture, but other uses are permitted) rather than its potential urban use. The owner thus receives a tax break by leaving his land in open space. The size of these preserves is left up to the local government, but they are generally 100 acres or larger. Unless notice of nonrenewal is given, one year is automatically added to the contract period on its anniversary date. If the contract is not renewed, assessed value is escalated beginning the third year and arrives at full value on the tenth year.

The second act, recently passed, mandates cities and counties to prepare and adopt an open-space and conservation element as part of their general plan. Zoning regulations must be consistent with that open-space element.

Further legislation may be forthcoming providing for greater state responsibility for zoning. Several bills have been introduced in the state legislature that would empower the state to regulate land use on agricultural lands primarily through zoning. Such legislation, if passed, would likely help preserve agricultural open space in areas such as the southern Santa Clara Valley, eastern Contra Costa County, certain areas in Sonoma County, and much of the northeastern portion of Solano County. Its major effect, however, is expected to be in the large agricultural complex in California's Central Valley, since agricultural land use in that region has not been effectively protected by the Williamson Act.



The Bay Conservation and Development Commission is a permanent state agency authorized to control use of the San Francisco Bay shoreline. Any development along the bay shoreline requires a permit from BCDC, whose jurisdiction extends 100 feet inland from the shoreline. This permit, if issued, generally requires that public access be provided to the shoreline as a condition to allowing the development. As a result of this program about 15 miles of the bay shoreline has become accessible to the public, generally for fishing, hiking, and nature study. BCDC is the major factor in maintaining San Francisco Bay as open space, and they also have enhanced its recreational value and protected it as a marine ecosystem.

County and City Zoning

All Bay Area cities and counties have or are formulating an open-space plan in accordance with the recent state legislation mentioned above. The mechanism for preserving open space is establishment of minimum lot size. The minimum lot size varies from county to county, but it is usually at least a 20-acre minimum. Napa County has adopted a special ordinance to preserve the prime vineyards in the Napa Valley by establishing a 20-acre minimum lot size.

Effectiveness of Existing Open-Space Controls

The Williamson Act has been the subject of criticism in recent years. Set up primarily to preserve the state's excellent agricultural lands from development, the act has had only limited success in this regard. The speculative value of agricultural lands is usually high — they are flat and accessible and therefore relatively easy to develop. Thus, landowners, unless they happen to be personally motivated to keep their lands in open space, are usually unwilling to give up the option of selling at fair market value in return for a break on their property tax assessment.

In the nine-county Bay Area, however, the Williamson Act has enjoyed considerable success — more than 1½ million acres are currently under contract. Except for the eastern portions of Contra Costa, Alameda, and Santa Clara Counties, and the Santa Clara Valley, the study area is comprised of lands suitable only for grazing due to steep topography, soil type, and lack of available water. These lands have only limited speculative value, and therefore it makes good sense for landowners to enter into a Williamson Act contract to keep their land in open space in return for a tax break. Additionally, local governments have recently been allowing open-space easements on parcels too small to be Williamson Act preserves. The easements work essentially the same as a Williamson Act contract.

BCDC has had a dramatic effect in retaining San Francisco Bay as open space. Bay-fill operations, a major threat to marshlands and shallow water areas, have effectively been stopped since BCDC was authorized. Data obtained from BCDC provide a dramatic picture of their effectiveness. Between 1850 and 1940, bay-fill operations decreased the water acreage by about 1,500 acres per year. Between 1940 and 1946, per year bay-fill increased to 2,300 acres. In 1965, the year BCDC was first created on a temporary basis, bay-fill totaled 94 acres. By 1969 fill operations were reduced to an average of 29 acres per

year. In 1974 there was a net *increase* of 274 acres in total bay acreage and in 1976 a further increase of 5 acres.

Regarding the general effectiveness of existing mechanisms for preserving open space, there have been many recent indications that local governments, particularly the counties, are willing to use the regulatory tools which are available to them to keep land in open space. The Ridgeland Study, just now completed and involving the participation of Alameda, Contra Costa, and Santa Clara Counties, the East Bay Regional Park District, the Association of Bay Area Governments, and the Bureau of Outdoor Recreation, underscored that willingness. One of the recommendations developed by the participants calls for the establishment of 100-acre minimum lot zoning for the entire study area, more than 850,000 acres.

Mechanisms such as agricultural preserves and minimum lot size may prove less effective in future years if development pressures increase. These and similar less-than-fee acquisition measures are by their very nature always going to be susceptible to political pressure. The true test of the effectiveness of existing mechanisms lies not so much with the tool or technique itself, but rather in the willingness of the local policy board to use it.

The only way to absolutely ensure permanent protection of open space is outright fee acquisition, which is being used by the Marin County Open Space District and the Mid-peninsula Regional Open Space District. Of course, the costs associated with the purchase of vast tracts of open space make fee acquisition extremely expensive. It works only in certain specific locations where residents have placed a high enough value on open-space preservation that they are willing to pay for it.

SUMMARY OF PARK AND RECREATIONAL OPPORTUNITIES

There is presently a huge amount of public recreational real estate in the nine-county San Francisco Bay Area, some 470,000 acres in all. The federal government (National Park Service) currently manages about 100,000 of these acres. Pending completion of acquisition for two wildlife refuges by the U.S. Fish and Wildlife Service, several thousands of additional acres will be added, mostly tidelands and marshlands, but nonetheless a public recreational resource. The state, the various park and recreation districts, the counties, and in some cases, even the cities manage extensive parklands, all within 2 hours of travel by auto from the core city areas. To this should be added the several thousand additional acres of watershed lands open to the public for recreational use. All in all it is a substantial amount, but the key question is, of course, does it meet the recreational needs of all the people living and working in the nine-county area? More importantly, does this vast acreage meet the recreational needs of people who live in the core city areas?

PLANNED EXPANSION

Statistically, in terms of acreage, there has been a tremendous increase in the nine-county parks and recreational resource system over the past 15 years. According to California's Park and Recreation Information System (PARIS), there are nearly 470,000 acres of public recreational real estate in the nine-county Bay Area, about 370,000 of which is land acreage. This comes to approximately 1 acre for every 10 people, substantially above minimum standards for people per park acreage.

The following discussion is based on interviews with those park and recreation agencies who were selected as being representative of the range of institutional providers of urban recreational opportunities for the nine-county Bay Area. Included are the park and recreation departments of the cities of Oakland, San Francisco, and San Jose, the Santa Clara County and Marin County park departments, the East Bay Regional Park District, the Hayward Area Recreation and Park District, the Midpeninsula Regional Open Space District, and the Marin County Open Space District. The National Park Service and the U.S. Fish and Wildlife Service were interviewed, but these two agencies do not anticipate any expansion of the areas which they administer in the foreseeable future. The following is a generalized summary of the responses by the institutional providers to a series of questions regarding their area and facility needs.

Not surprisingly, the perceived needs of the agencies for additional park and recreation areas varied considerably. Oakland saw their acquisition needs in terms of

providing more space within the city for specific activities, such as soccer fields, tennis courts, and swimming pools. In contrast, San Francisco and San Jose put their priorities on the acquisition of large community park areas. Also, San Francisco saw a need for overnight camping facilities within a short distance from the central city (30 miles maximum). Both city park departments recognized a need for smaller neighborhood parks, but felt they would be able to satisfy this need by means of their existing acquisition funding programs. San Jose did not think they would be able to acquire enough larger community parks to meet the need and saw the county as an additional provider of this type of park resource. Oakland did not think their existing funding was adequate to meet the need for neighborhood parks.

The East Bay Regional Park District is currently pursuing a vigorous acquisition program both along the San Francisco Bay shoreline and in the undeveloped hills of the East Bay area. The district's acquisitions are of the large natural-area type. With the recent acquisitions along the bay, the district has increased its service to urban residents. In addition, the district is continuing to acquire the more remote coastal range park areas for primitive, unstructured recreational use. The district feels that it has a broader constituency than the city parks departments; thus their perceived needs for additional areas differ accordingly.

The Hayward Area Recreation and Park District is giving priority to the acquisition of additional community parks (large open areas) located within or near urban areas. They are also involved in the preservation of portions of the bay shoreline for recreational use. Santa Clara County is directing its acquisition efforts toward the purchase of large natural areas such as the Grant Ranch. They also recently acquired a riparian environment (Penitencia Creek) fairly close in to urban residents. The primary objective of Santa Clara's park and recreational program is to provide opportunities for various activities in a natural setting.

The Midpeninsula Regional Open Space District and the Marin County Open Space District, while providing some recreational opportunities for urban residents, are not primarily urban recreation agencies. The principal goal of these two districts is to provide public open space. As a result, their acquisition programs are directed entirely toward large, somewhat remote, natural areas. The Midpeninsula District anticipates eventually developing some of their lands for recreation, but this will not occur for several years.

The California Department of Parks and Recreation sees a priority need in the urbanized portions of the Bay Area for the acquisition of large city park areas (Golden Gate Park was cited as the prototype) to be developed for a wide range of recreational activities. They see these areas as being more than merely green space in an urban setting. Secondly, the state recognizes a need for community and neighborhood parks in the nine-county Bay Area.

ADEQUACY OF RECREATIONAL OPPORTUNITIES

Each year, millions of visitors to San Francisco explore the streets of the Chinatown neighborhood. Adjacent to the high-rise commercial development in the city's financial district, this rich cultural enclave displays a character all its own. This character — the Orientally influenced architecture, restaurants, and shops — has placed Chinatown on virtually every tourist's itinerary as a "not to miss" recreational destination. Most likely, the visitor passing through Chinatown, enjoying the neighborhood's definite charisma, is unaware that a Sunday recreational outing for neighborhood residents is virtually unattainable. The Chinatown resident lives in incredibly dense conditions (885 people/residential acre). Park space totals merely a few acres, and often this space is filled with tourists, not residents. But while those visiting Chinatown may not notice this "recreational poorness" in the midst of such cultural strength, those living in Chinatown are acutely aware of this deficiency. In fact, this awareness has motivated a group of active community residents to organize for improved recreational conditions in the neighborhood. Today, the Committee for Better Park and Recreation Facilities in Chinatown, organized in 1968, carefully follows the neighborhood's recreational situation and lobbies for its enhancement. They know where people play, what community recreational needs are most pressing, and what changes should occur.

Like the residents of Chinatown, people living and working in many Bay Area neighborhoods have a deep understanding and emotional feeling about the recreational situation in their communities. Some neighborhoods have even completed their own citizen recreation surveys and analyzed their parks, forwarding this information to the local park and recreation district.

Many people knowledgeable about recreational conditions in various Bay Area neighborhoods were asked to participate in this study. Through a series of 35 interviews, community leaders, neighborhood recreation programmers, and park users have contributed their perceptions of the adequacy of local leisure services and their ideas about needed improvements. These 35 interviews — conducted within the five identified case study areas (Oakland, San Francisco, Hayward, San Jose, and selected portions of Marin County) — unfortunately barely touched the number of people the study team wanted to contact and who were eager to contribute to the study; our only regret is that time did not allow a more comprehensive sampling of people and places. The findings of these sample interviews should be utilized only realizing that field observations to validate citizen impressions were not completed for this study. Nevertheless, the results of the interviews provide a "reality check" of our thinking about recreational situations in Bay Area neighborhoods and further clarify the situation faced by recreation and park departments. Our conversations sometimes confirmed the opportunities and problems identified by the public recreation institutions, sometimes negated them, and occasionally left us still grappling with the issues at hand.

This section discusses a topic of critical interest to almost all neighborhoods contacted: recreational space — its availability, its accessibility, its quality. Although the

neighborhood interviews revealed vast differences in how recreation is incorporated into the varied life-styles of Bay Area residents, virtually everyone shared a concern for the place where recreation occurs. Clearly, the activity — “recreation” — and the physical setting — the “park” — are viewed by neighborhood residents to be intrinsically linked. The value of parks as public recreational space was upheld, as people from San Jose to Chinatown invariably linked the quality and availability of their recreational opportunities to the quality and availability of parks and community facilities. City residents, now adapted to many physical settings for recreation because of spatial deficiencies, did not see alleyways or sidewalks as substitutes for well-maintained, properly designed parks. While lack of public recreation programming, especially in inner-city areas, is often compensated by a vast array of social service groups, lack of recreational space cannot be as easily alleviated. Although recreation, especially within the city, may occur in a variety of ways and places, interview participants made it clear that they expect designated parks and community centers to be available and accessible places for recreation to occur. Likewise, suburban residents, even with the resources of backyards, less busy streets, and adequate housing space, focused on parks as a necessary and desirable place for recreation. Parks are valued as public spaces where “having a good time is an expected occurrence.” Consistently, interviewees expected some public agency to provide this necessary space — which public agency was of little importance. Interview participants focused on certain types of parks they felt should be available. This section further discusses these parks, what people expect from them, and how their expectations correlate with the goals of local recreation agencies.

NEIGHBORHOOD AND COMMUNITY PARK FACILITIES

User Desires

Recreational opportunities close to home were the most frequently discussed by people contacted in neighborhood interviews. Much attention focused on the condition and availability of nearby facilities, including miniparks, small neighborhood parks, and larger community facilities. Overwhelmingly, neighborhood located parks — whether available or not — were viewed as an essential requirement for urban recreation, an important element of the community fabric, and an indicator of the quality of life in city neighborhoods. The neighborhood park concept was supported despite many acknowledgements that current facilities are underutilized. This nonuse was attributed to poor maintenance, improper design, and lack of supervision. In fact, recreation departments frequently reaffirmed these conditions and their contributions to nonuse. As one park administrator stated, “The neighborhood park concept is not obsolete, but the facilities are.”

Uniform support for neighborhood parks did not support conformity in design. There were some important differences in how neighborhoods viewed the function of nearby parks — differences that clearly called for park designs sensitive to the needs of each individual community. Neighborhood density, demographic composition, mobility of residents, and cultural attitudes about recreation all strongly affect people’s perceptions of

what facilities and activities a neighborhood park should support. However, although park design must relate specifically to each neighborhood, some general functional requirements considered important to neighborhood parks may be noted. For instance, parks located in densely populated urban areas must provide for a variety of activities, while the demands on parks in single-family dwelling or suburban neighborhoods are not as extreme.

Inner-City Neighborhood Parks: Parks within densely populated urban areas are needed for a variety of functions — functions for which few existing facilities have adequate space or proper design. The neighborhood park in the city is expected to reach the most people and provide the most services; it is expected to be extremely versatile, yet fulfill some very specific functions. No wonder that the often sterile design of city facilities falls short of user expectations. Designers must recognize the broad definition of recreation to be served in city facilities.

In its simplest form, the city park is merely a space. This alone serves an important function in densely populated areas. Some San Francisco neighborhoods, in particular, were lacking any open areas to provide a physical and aesthetic break from dense urban development. Given the provision of this space, neighborhood residents frequently have a variety of needs to be addressed there.

Socializing is a critically important urban park function, particularly in inner-city areas where housing overcrowdedness precludes the use of the home as a place to meet friends. People living in minority communities, especially, viewed a park as a place of passive as well as active recreation, almost an “outdoor living room.” A report on the needs of San Francisco’s Mission district highlights this need. “In Latin America, public parks and squares have been used for centuries as stages for social, political, and religious life. Latin immigrants in the Mission district find that there are few parks in the area and they lack the facilities for extensive outdoor social life.” This park function, commonly mentioned in interviews with Hispanic neighborhoods (the Bay Area’s largest minority at 13 percent), is by no means restricted to this culture. Many Asian and black people also mentioned this park activity. Additionally, the elderly population, high in city areas (14 percent in San Francisco), view parks as a critical place for human contact.

Other age groups, especially children and teens, view urban parks with a more active orientation. Spaces for playgrounds and sports activities were frequently requested during interviews with city youth and their parents. Some neighborhoods specifically requested indoor sports facilities, but outdoor space for play was most keenly felt to be lacking in a majority of inner-city areas. One programmed activity, league sports, was suffering from lack of available fields in San Jose and San Francisco, a condition aggravated by the growing participation of women in programmed sports activities.

But for many urban residents, especially in low-income areas, leisure time does not always coincide with scheduled activities. Because city neighborhoods often contain a heterogeneous mix of people with different work schedules and different packages of

free time, the neighborhood park becomes a setting for recreation to occur on one's own time. For this reason, the location of neighborhood facilities is especially important. Again and again, people stressed the importance of locating parks where they are close to people's daily activities — in the center of a residential neighborhood, near the community's shopping district, adjacent to a community center. This location criterion is made even more important by another common condition in urban neighborhoods — transit dependency. To the many people in cities who cannot drive or cannot afford to drive, the neighborhood park is a major recreational option.

A walk downtown, a chat on the street, a ball game in an alleyway are all considered samples of urban recreation, an activity that occurs when free time and space permit. Any effort to improve the many city environments where recreation currently may occur is an enhancement of leisure-time opportunities for urban residents. Many city dwellers, especially those in low-income and minority communities, felt that an enhancement of recreational opportunities for city residents must proceed concurrently with improvement of other conditions affecting neighborhood liveability. The availability and quality of parks was viewed as an important indicator of community liveability, but not as an isolated standard.

City parks and their contribution to the liveability of the urban environment was a concept upheld by neighborhood interviews. Some consistent attitudes about good urban parks can be summarized:

City parks, especially in inner-city areas, must carry out a diversity of functions. An interview in San Francisco's Chinatown highlighted this point. When asked what age groups or activities must be accommodated most immediately in parks, the response was "everybody and everything needs to be considered in every possible space."

Socializing is an important activity to be considered in city parks. Park design, location, and programming should support this activity.

People in many city neighborhoods expressed a preference for a fairly large community park (10 acres or more) that could adequately serve the variety of needs felt by city residents. While people were reluctant to drop the idea of small city parks (such as miniparks), which provide particular advantages for children, interview participants made a statement for parks that could provide for both active and passive, indoor and outdoor, structured and nonstructured recreation. Realizing the difficulties in attaining this type of space, people in most high-need neighborhoods felt any park space was an improvement, whether it fit their idealized notion or not.

A park's location is critical to its use. Ideally, a park is centrally located within the community and near places where people may ordinarily congregate. A

community must feel a certain attachment to the park — it must clearly be part of the neighborhood.

The availability of parks in cities affects people's desire to maintain a residence there. A recent survey of residents of the Sunset District, one of the few remaining middle-income neighborhoods in San Francisco, indicates that the condition of parks and streets is a prime factor in residents' determinations about whether to stay in the city or move to suburbs.

Other City Parks and Suburban Neighborhood Parks: Some urban neighborhoods and virtually all suburban areas are considerably less crowded than central city residential districts. This condition affects people's perception of the functions of a neighborhood park. Especially where multiple-family dwellings are replaced by single-family houses, more open spaces are available: Individual yard space becomes more prevalent, vacant lots are more numerous, and less traveled streets are more easily adapted to recreation. In certain communities of all the cities studied, neighborhood parks are not needed as much to provide relief from dense urban development as they are to provide for recreational activities that cannot occur within the confines of the home.

San Jose, as much as any study area, demonstrated the different functions of a neighborhood park in less crowded communities. Developed in the auto age, many poor and middle-income neighborhoods have followed patterns of tract development of single-family dwellings. Generally, because of a greater urban sprawl, a larger segment of the population is mobile. Interview participants indicated that neighborhood parks here take on less diverse functions than in the city center, focusing more on use by children or use for recreational activities that require special facilities. Neighborhood interviews placed a higher value on large community parks with special facilities for a range of activities, preferring them to smaller more dispersed facilities. Areas for ball sports were especially desired. Because of higher mobility, the increased use of home space for spontaneous recreation, and often more predictable recreational time in these communities, interview participants seemed willing to sacrifice the proximity of small neighborhood parks to gain the advantages of large community facilities and parks.

These preferences seemed to be felt even stronger in suburban areas, where even greater mobility and the proximity of regional parks allows these facilities to satisfy many recreational needs. School yards are usually larger and more varied, often having play yards and turf areas, and they fulfill some neighborhood needs. Additionally, residents in more affluent neighborhoods frequently supplement recreational opportunities provided by public agencies with services provided by the private sector. Again, the larger community facilities and parks were felt to respond more to user needs.

Jurisdictional Perspectives

Interviews with park and recreation departments and various neighborhood residents served as a basis for this analysis of the adequacy of local parks. Within the five case study

areas, a number of factors affected the success of local parks departments in serving their communities. This section discusses these factors: the provision of parklands and facilities, maintenance and staffing, renovation and design considerations, park locations, and public participation.

The Provision of Neighborhood Parks: Despite positive improvements in recent years regarding the provision of neighborhood parks, serious deficiencies are still evident in many urban communities. Unfortunately, the neighborhoods with the most need for local parks (based on population density, income level, and immobility) are often the communities with the most striking deficiencies. This fact is no revelation, but local park and recreation departments face many obstacles in responding to the obvious need.

The city of San Francisco is attempting to overcome serious inadequacies in a number of neighborhoods where parks simply do not exist. Six high-need neighborhoods have been identified, and in recent years the recreation and park department has provided improved facilities in some of these communities. But despite these recent improvements and San Francisco's large existing system of neighborhood and community parks, some glaring deficiencies still exist. Two neighborhoods, the Tenderloin district and South of Market area, are the most obvious examples of the scarcity of local parks. Both communities support a substantial senior population; yet these residents, generally transit dependent and with large amounts of leisure time, can find no park facilities within their neighborhood. Other neighborhoods with higher densities and many family groups, such as Chinatown and the Mission district, are virtually bereft of park facilities, especially considering the large population that the few existing areas must serve.

The city of Oakland, while not faced with the high population densities of San Francisco, experiences similar problems in supplying adequate park facilities to all neighborhoods. Although community centers are fairly evenly distributed throughout the city, "most of these have much less acreage, and fewer facilities, than is desirable. . . . Oakland is especially deficient in acreage usable at neighborhood and community levels" (*Open Space, Conservation, and Recreation Plan*, 1976). And again, certain neighborhoods have almost no facilities at all.

The lack of facilities, but not space, affects the adequacy of some San Jose neighborhood parks. While land for parks has been obtained in many communities, neighborhood interviewees complained about the slow pace of development. Acquired parklands have remained vacant for long periods of time. Large community park facilities, as requested in neighborhood interviews, are not adequately provided.

The Hayward Area Recreation and Park District (HARD) also recognizes a deficiency in larger community park areas, citing "a need for additional District-wide facilities today to meet recreation demands" (HARD 1974 master plan). These areas are considered

necessary for “high density or intensive park land use and activities generally within a 10-minute travel time of the population served.” HARD also recognizes the need for additional smaller parks in certain communities; but these deficiencies seem to be less severe than in other jurisdictions studied, and most Hayward neighborhoods appear to be reasonably served.

In the few Marin County unincorporated areas contacted, neighborhood and community facilities also appear to be adequate. In fact, the Marinwood district is one of the most adequately serviced communities contacted in the study. In severe contrast, however, is the Marin City area; this low-income area considered their neighborhood recreational facilities very inadequate.

Serious problems face all jurisdictions in overcoming these inadequacies, especially in densely populated city areas. For one thing, open space is extremely difficult to find. Often the communities with the most pressing open-space needs have equally obvious demands for other land uses. Commercial districts are desired to bolster poor economic conditions, and more housing is needed to eliminate overcrowding. This intense pressure for land use and development continually escalates the cost of property acquisition. The San Francisco Recreation and Park Department has felt the crunch of this inflation. Monies from Proposition J, supplying substantial new funds for park acquisition, have been severely undercut by the increasing cost of real estate, and long identified acquisition priorities are becoming increasingly difficult to obtain.

Some other cities are without such a special supplement for acquisition. Both Oakland and San Jose recreation departments state that their declining ability to handle park operation and maintenance costs have hurt their acquisition programs. Certain purchases have been missed. Nevertheless, these districts attempt to maintain some type of acquisition program — an effort they feel is necessary to maintain public support and interest in the department.

Neighborhood parks are least adequate where they are most needed and most expensive. Provision of proper parks in these areas will continue to be a difficult task for park and recreation departments unless new methods of acquisition and financial support are developed.

Operation and Maintenance: Inadequate monies for operation and maintenance of existing park facilities was the financial deficiency mentioned most often by recreation agencies. Apparently, park users could not agree more; neighborhood interviews continually surfaced two citizen complaints of existing neighborhood facilities: poor maintenance and lack of supervision. Few park departments were spared this criticism, and users in some neighborhoods felt these conditions are prime factors in the inadequacy of nearby parks. In many interviews, citizens cited a long litany of maintenance problems and directly related these conditions to diminishing park use.

Lack of maintenance and poor supervision were also linked to other problems that contribute to nonuse, particularly vandalism and crime in parks. Unattractive park conditions and vandalized equipment increase an emotional response which inhibits many people's use of parks — fear.

Clearly, proper maintenance, supervision, and program staffing are felt to be vital to the adequacy of community parks. And equally obvious is the declining ability of cities to sufficiently supply these services.

Renovation and Redesign: Deferred maintenance of local parks has created a crying need for renovation. Perhaps even more contributory to this need is the age of numerous city parks. Many parks, especially in urban areas, were established decades ago. Yet the same basic design remains intact — often a design geared to an entirely different demographic community whose recreational needs have long since passed. New communities often find these facilities completely out-of-step with their needs.

Both users and public agencies recognized this inadequacy in local parks. In one neighborhood in San Francisco with an adequate supply and distribution of parks, residents characterized almost half of these areas as useless due to obsolete design. Public recreation agencies, recognizing this problem, have few resources to improve the situation. San Francisco is the exception in this respect; Proposition J monies are now available for renovation.

Even when renovation monies are available, however, this undertaking is often viewed as a simple improvement of facilities. Existing design concepts are given a new coat of paint rather than questioning their overall utility. Many neighborhood interviewees made it clear that a new refurbishing of an old idea would not improve the adequacy of outdated parks. Generally, no recreation departments described a real program to guide their renovation efforts; field observations and user surveys as guides to proper renovation were not mentioned. With an already lagging ability to finance renovation, these studies may be viewed as another excessive cost factor.

Nevertheless, many user groups felt that their needs should be more adequately understood. Seniors, children, family groups, and the handicapped all find specific design inadequacies if parks are created for homogeneous user groups. As an example, some parks in senior neighborhoods are without adequate benches; and children often find little excitement in static park facilities. More particular attention to the needs of specific user groups would expand the adequacy of many neighborhood parks. User surveys are one step toward this understanding.

In summary, renovation would improve adequacy of local parks, especially in older urban areas. However, recreation agencies are often without the money and the methodology to begin effective transformations of older parks.

Park Location: Neighborhood interviews emphasized the importance of properly siting local parks. Again, the places where this criterion is most critical are the communities where it is most difficult to fulfill. Due to the scarcity of potential park areas in cities, parks are often situated in areas “off the beaten track.” The biggest problem results when parks are located on a community’s periphery where no particular residents identify with the facility and very few use it. Social barriers also result from the location of facilities — some neighborhood residents emphasized their hesitancy to visit parks that are clearly the turf of a certain age, income, or racial group.

However, many parks have been successfully located in relationship to the daily activity and social makeup of the community. For example, a particularly popular park in San Francisco’s Mission district is also its smallest — a minipark along a busy Latin shopping street. Oakland’s community centers, HARD’s successfully used school properties, and various parks in San Jose are well located in regard to access and community preference. Most commonly the obstacle to proper location is not poor judgment by the recreation agency, but difficulty in acquiring the “ideal” spot.

Public Participation: Other factors besides the location of a park contribute to a community’s identification with and concern for the facility. Perhaps most important is the users’ ongoing involvement in the vitality of the park — from its inception, through design, to program management. The most positive neighborhood parks are those where the surrounding community participates in the functioning of the area. At some park facilities, the staff has made an obvious effort to involve the community, an effort that has paid off in the adequacy of the park to serve community needs. One of the most striking examples of such involvement occurs in Marin County, where in one unincorporated area, community people have participated in every aspect of a 25-acre community park: election of a board of directors, approval of the budget, creation and staffing of programs, and assistance in maintenance.

Public involvement in all aspects of park functioning could clearly be expanded in many case study neighborhoods, and if it was, the adequacy of parks would be improved.

REGIONAL PARKS

User Desires

Regional parks can provide recreational opportunities and open space that are generally unavailable within city parks. They frequently contain scenic or natural resources. A recent survey of visitors to East Bay Regional Park District areas, the most well-known regional park system in the Bay Area, indicated that people were attracted to this park system primarily because of the opportunities for picnicking, hiking, sightseeing, and sunbathing. For this reason, most interview participants agreed that regional parks can play an important role in urban recreation — not generally as substitutes for

neighborhood parks, but as areas that broaden the scope of recreational options available to urban residents.

Clearly, more people are also beginning to avail themselves of regional park options. East Bay Regional Park District is rapidly growing in both size and visitation. Golden Gate National Recreation Area and Point Reyes National Seashore, federal areas with primarily a regional draw, are visited by over 10 million people a year. Many counties in the Bay Area have witnessed expanded demand for county, regional, and state parks, and with few exceptions have a list of areas they wish to add to their systems.

What has contributed to the popularity of regional parks and who is visiting them? Discussions in neighborhood interviews with inner-city, urban, and suburban residents show some differences in who visit regional parks and what potential visitors expect from these park facilities; these differences have also been discovered in other surveys and planning studies.

The Nonusers — Inner-City Residents: Residents from inner-city areas showed an interest in regional park systems, but they had reservations as to whether such a system could respond to their immediate recreational needs. It was clear that few inner-city residents are able to utilize regional parks due to both mobility problems and lack of awareness of these areas.

Concerned about nonuse by inner-city residents, many of them minority people, East Bay Regional Park District piloted a special study in 1973 to “seek possible answers to how the traditional park suppliers might make the outdoor recreation experience more attractive, appealing, and relevant to all members of society.” This study described a number of barriers to equitable use of regional parks and also indicated the type of activities and facilities that minorities feel would attract them to regional parks. Of the people sampled, a large percentage (72 percent) expressed a desire to be frequent regional park users. “Certain questions in the survey brought repeated responses that there should be more facilities for both active athletic events and for more social and entertainment purposes. . . . One of the general findings was that minority residents expressed a greater need for active recreation parks as opposed to the largely wilderness recreational experiences which the East Bay Park System now provides.”

These study findings were reinforced in this study team’s neighborhood interviews and in the extensive public involvement program for Golden Gate National Recreation Area. Interviewees from inner-city neighborhoods expressed a desire to visit regional recreational environments more and more frequently. A most striking example of this desire was voiced when talking to the Committee for Better Park and Recreation Facilities in Chinatown. This committee, acutely aware of the lack of open space and substandard recreational opportunities in their neighborhood, eagerly looked to GGNRA and its ability to provide recreational places for the community. This group advocated that the large

open spaces of GGNRA could provide some activities familiar to urban parks enhanced by surrounding areas of natural landscape. GGNRA public workshops in many inner-city neighborhoods found numerous groups concerned about the future of the park, its availability, and its future recreational programs and facilities. Many people expressed a preference for active and structured recreation as opposed to largely wilderness experiences; places for swimming, fishing, team sports, picnicking, and socializing were often requested. Group and family sites, such as picnic areas and campgrounds, were especially important. Many expressed a certain “unwelcomeness in a park far from home” and felt more likely to visit with their community groups or friends. Interview participants felt that it was important for many groups to be able to visit more “remote parks” with their friends. Field trips and group programs were often supported as a method of introducing people to park facilities out of their neighborhood.

Commonly, inner-city groups expressed the feeling that traditional nonuse of regional parks will not be reversed overnight. For their immediate future, many interview participants felt that they will visit regional parks only on special occasions rather than on a regular basis. There are, however, some indications that this trend is changing. A recent visitor profile (1976) from East Bay Regional Park District indicated that a “substantial majority of residents from all education and income levels, age categories, racial subgroups, and other demographic categories use the parklands.”

If this trend is to be encouraged, inner-city residents felt that regional park districts should support the following actions:

Greater acquisition of large open spaces near cities. Parks near or containing water bodies are particularly attractive for the opportunities they can provide, especially fishing opportunities. A greater range of activities and facilities should be available within regional parks. Tilden and Lake Temescal, two of the most popular East Bay regional parks, fulfill all these criteria.

Increased attention to programming and information systems geared to inner-city neighborhoods.

Improved public transit from city neighborhoods to regional parks.

The Regional Park User — Mobile Urban and Suburban Residents: The regional park is a significant recreational destination for mobile urban and suburban residents. Neighborhood interviews indicated that in many communities, especially those more suburban in nature, regional parks are primary recreational environments, growing in importance and popularity. Golden Gate Park, East Bay regional parks, GGNRA, and many state and county parks hold special importance for those living nearby as well as providing recreational opportunities for people throughout the region.

The popularity of regional parks was attributed to a number of factors. Residents of communities adjacent to regional parks often visit them, sometimes substituting this space for insufficient neighborhood parks. Interviews in the more mobile neighborhoods in Oakland, San Francisco, and San Jose clearly showed that some city residents greatly depend on and enjoy regional parks. Most regional parks attract a substantial majority of their visitors from within a 25-mile range; some interviewees alluded that increasing driving costs have encouraged them to search out closer-to-home recreation, curtailing their use of remote natural park areas.

The generally more natural environment of regional parks and the number of activities available are qualities that attract mobile people to these areas, often in preference to neighborhood parks. Families are the most prevalent users, and for the most part, they visit these areas in groups. Interviewees in neighborhoods where visitors frequently utilize regional parks offered few suggestions for their improvement; most users appear to be content with what is available. Other surveys of regional park users further document this feeling; a recent East Bay Regional Park District user survey found that visitors' "satisfaction with the parks and what they had to offer is at very high levels."

However, given this general approval of what regional parks make available, some specific suggestions for improvement have been noted. Most commonly, park users requested a broader range of recreational facilities. The East Bay Regional Park District user survey found that "various additional recreational facilities and improvements to the grounds of the parks are the changes that park visitors would appreciate the most." Planning meetings for Golden Gate National Recreation Area reinforced this idea. Frequently, citizens requested more facilities for hiking, riding, beach use, picnicking, and overnight stay. Overnight camping facilities are perhaps the single most frequently requested additions to regional parks. Many Bay Area residents are looking for camping opportunities near home, and facilities that are available are often overcrowded or reserved much in advance.

Jurisdictional Perspectives

All case study jurisdictions have fairly expansive regional park areas nearby. For San Francisco and Marin residents, the 100,000 acres of Golden Gate National Recreation Area and Point Reyes National Seashore are within a reasonable driving distance. Oakland and Hayward residents benefit from the diverse East Bay Regional Park District areas within their city limits. Santa Clara Park District provides regional park opportunities for the residents of San Jose.

However, even with the adequacy of these land resources, many factors affect these parks' availability to urban residents. Also the continued adequacy of regional parks must be explored considering their increasing popularity.

Park Availability: Two large population groups are not represented in a profile of regional park visitors: those without a car and the elderly. Available visitor statistics from various regional parks support the fact that mobility is a necessary prerequisite to visitor use.

This fact contributes to a variety of inadequacies regarding the availability of regional parks. Almost 50 percent of those living in metropolitan San Francisco and Oakland are considered transit dependent. Ironically the neighborhoods with the highest recreational needs tend to have the most inadequate transit service to regional parks. A substantial number of people who cannot drive — including many senior citizens, teenagers, children, and low-income people — are thus inadequately served by regional parks.

Immobility is a severe constraint on elderly people. This constraint, however, can be overcome as evidenced by the high percentage of seniors who utilized the summer recreation transit buses supplied to Golden Gate National Recreation Area.

Recreation agencies responsible for regional parks recognized the critical importance of improved transit service to parks. However, no jurisdiction felt able to adequately fund such service. Federal and state legislation is currently being considered to improve the funding situation for recreational travel, and all jurisdictions expressed a strong hope for support in this area.

Inaccessibility is only one factor affecting a low use of regional parks by minority citizens. A variety of other factors identified by an East Bay Regional Park District survey include lack of leisure time, cost of park use, park activities not geared to minority interests, and poor information. Additional social and psychological obstacles were identified, including a feeling that park employees are hostile toward and suspicious of minority visitors.

Implications of Increasing Demand: The kinds of facilities and activities available in regional parks help to determine who use them. Both users and nonusers suggested that regional parks should offer a wider variety of recreational opportunities. Some existing regional parks will become more adequate in this regard as development plans are implemented. East Bay Regional Park District and GGNRA are anticipating extensive recreational improvement of various park areas. The need for overnight camping is a problem now being addressed by various regional park agencies, and improvements will occur within GGNRA.

As people who are nonusers now begin to utilize more developed and accessible regional parks, and as closer-to-home recreational opportunities become more attractive due to expanding travel costs, increased demands for regional parks will develop and perhaps exceed the supply. Already some areas suffer from overcrowding. Some regional park systems such as GGNRA and East Bay Regional Park District are well set financially to

handle this increased pressure. Other smaller districts, however, expressed a concern that federal and state emphasis on inner-city recreation makes fewer dollars available for providing regional recreational opportunities.

SCENIC OPEN SPACE

User Desires

The value Bay Area residents attribute to open-space preservation is evidenced by the variety of local citizen groups concerned with this endeavor. Remaining large open areas, such as the San Francisco Bay, the East Bay Ridglands, and the Palo Alto foothills, have become the concern of specialized citizen groups who regard these areas as critical contributors to the beauty of the Bay Area. These large open-space areas are considered important primarily for their scenic rather than recreational resources; in many cases open spaces serve as community separators, providing distinctive boundaries to neighborhoods and enhancing the setting of residential areas.

Although various participants in neighborhood interviews agreed with this function of scenic open-space preservation, few saw these land areas directly related to urban recreational needs. Unless individual open-space areas offered particular recreational opportunities, perhaps as a regional park, concern for these areas tended to be localized. Generally, those living in suburban communities bordering on open-space areas were the only advocates for preservation of these areas who felt that they would receive the benefits of low-intensity recreational opportunities. This issue did not surface as important in any interviews with residents of inner-city neighborhoods, who generally saw little potential for these areas enhancing their recreational opportunities.

Jurisdictional Perspectives

The policies of many Bay Area planning departments, coupled with citizen action, have convinced local policy boards to take the necessary steps to protect large tracts of land from development in many counties. Few interviews with either recreation departments or neighborhood residents expressed a feeling that scenic open spaces in the Bay Area are not adequately supplied. Various local and regional agencies have taken increased responsibility for the protection of these areas. The Midpeninsula Regional Open Space District's primary concern is acquisition of scenic areas on the San Francisco peninsula; an open-space district in Marin County carries out the same function. County planning agencies have taken increased responsibility for open-space planning.

However, whether open space will continue to be adequate given expanding growth pressures in the Bay Area is not clear. Areas slated by county policies for development could increase Bay Area urbanized space by 20 percent. Careful controls will be needed to be certain this development occurs in appropriate places and preserves scenic values.

POTENTIAL OPEN SPACE AND RECREATION AREAS

This section of the study identifies and analyzes major resources in the nine Bay Area counties that either have public recreational potential or should be protected for their open-space resource values. It is important to recognize that the criteria for selecting specific sites or types of land vary greatly depending on proximity to urban concentrations, inherent natural features, inherent recreational opportunities, and relationship to sites with similar resources already being used for public recreation.

Although examples of several types of potential recreational and open -space areas are identified, only eight specific areas are discussed in any detail. This is not necessarily because these areas would satisfy identified urban recreational needs. Rather, they are particularly large land areas containing a complex of natural, cultural, and recreational resources that merit additional protection or have unique management or administrative problems. Finally it should be noted that none of the areas identified were studied on site. Information was gathered from existing reports, team members' personal knowledge of the areas, and local planning and recreation agencies.

POTENTIAL LANDS FOR NEIGHBORHOOD AND COMMUNITY PARKS

The availability of this type of land varies as widely as does the density of population within the nine Bay Area counties. Perhaps most important is the fact that in highly urbanized areas any land not occupied by a building, street, sidewalk, or other such facility has some potential for a neighborhood park. The following is a summary of these remaining opportunities:

In the city of San Francisco — Chinatown, the Downtown area, the Tenderloin district, and the immediately surrounding areas have no identifiable open space.

When buildings are torn down for replacement, there is a possible opportunity for purchase of such land, but because of high land costs, it would generally be beyond the financial ability of local recreation agencies to purchase such areas for parks.

The remainder of San Francisco, much of the East Bay's urban core, and central San Jose still contain some potential land for small neighborhood parks and occasionally for larger community parks. Vacant lots, abandoned industrial areas, outdated structures, and the possibility of closing or partially blocking off streets, all offer some potential. In the core cities, land cleared for urban redevelopment, such as in San Francisco's Western Addition and the South of Market area, covers entire city blocks not yet developed. Here is an opportunity for preservation of portions of such land for neighborhood or community parks. Urban impacted areas which are, or probably will be, scheduled for upgrading or redevelopment have perhaps the greatest potential for both community and neighborhood parks. Such areas are present in Oakland, Richmond, the Hunters Point area in San Francisco, and in East San Jose. Generally, potential open space or park sites include a combination of vacant lots and lands containing structures too far gone to be rehabilitated.

An innovative program for making use of abandoned, tax delinquent properties in impacted areas of Oakland has been developed by the Trust for Public Lands (TPL). There are a number of ways in which this program can work. Essentially, TPL, once having identified neighborhood interest and support, secures title to a property, normally a vacant lot, from a savings and loan company, usually through a donation, the idea being eventually to form a neighborhood trust and transfer ownership of the property to the neighborhood. Parks and community gardens have been established in Oakland using this sort of approach. The program is still in the experimental stage, and problems such as costs of insurance and property taxes still remain; however, there is considerable potential in this sort of approach.

Recreational uses appropriate to these potential urban parks vary depending on location, cultural and social structure of the neighborhood, and the size of the park. Thus, uses may range from single-purpose areas, such as playfields, tot lots, or small landscaped squares, to multipurpose complexes containing a varying combination of landscaped green spaces, playfields, facilities for craft shows or other cultural events, and various types of children's play areas.

Since nearly all potential lands in the urban core areas have been graded, built upon, or otherwise altered, there would be no environmental constraints on design of facilities or use of the area. The greatest expense may be removing existing improvements and literally "creating" a park on raw land.

Regarding the range of users in urban core parks, there are some unique problems. Large parts of the densely populated urban core are low-income or ghetto areas. As a result, neighborhood and community parks will function well as a facility for the immediate neighborhood; but, because of their location within that neighborhood, there may be a social barrier for effective use as a community or regional park. For example, parks in the impacted areas of East San Jose will not be popular with the entire San Jose community, even with all minority groups, because of the perception of that part of the city as a high crime area. In addition, parks in the Hunters Point area of San Francisco, an almost 100 percent black community, may not be used to any extent by residents of the adjacent Mission district with its large Hispanic population.

In the case of neighborhood parks in core areas, and for that matter in any community, the only feasible alternative for acquiring land or interest in lands is fee simple acquisition.

SMALL RESOURCE-ORIENTED RECREATION AREAS

The potential lands in the Bay Area in this classification fall into three general categories: riparian areas, shoreline areas along the ocean, and shoreline areas along San Francisco Bay. Except for the ocean shoreline areas they lie within or adjacent to major urban concentrations. In general, because these areas are small and usually have specific potential park or recreational uses, fee ownership of all land by a public agency appears to be the only feasible alternative. The exception to this is discussed under the category of San Francisco Bay Shoreline Areas.

Riparian Areas

There are numerous stream environments in the Bay Area that have some recreational potential. In this section, however, the discussion will center on those within and adjacent to major urban areas since it is in these areas where the riparian environment has been most seriously damaged or is in danger of adverse impact from nearby development. All areas described are linear and vary in width from 100 feet to perhaps a quarter mile in the suburban and upland areas. Many of the streams and their immediately adjacent lands have been partially protected, are partially in public ownership, or in some cases, are partially managed for recreational use.

Potential recreational uses are generally limited to hiking, some nature study, and bicycle riding. Riparian areas do, however, offer a unique recreational experience for urban residents, particularly if the running stream is flanked by planted strips or if they run through parks or other open spaces. In addition, considerable improvement in the water quality in San Francisco Bay would result from protection of riparian areas that cut through the urbanized lands.

There are a few specific problems unique to this type of area:

They are usually narrow linear corridors, and will usually involve more than one administering agency or governmental level.

They have limited high-density recreational use but great aesthetic, open-space, and environmental values.

Because they are long narrow areas, both the resource and any facilities will be more expensive to manage, enforce, and maintain on an acre-by-acre basis when compared to more conventional recreation areas.

Again, because most areas are very narrow and because they may border the back property lines of many private residences, there will always be a problem of liability. As a result the property owners have objected and may continue to object to opening riparian areas for recreation.

As in the case of the small urban areas, alternatives for acquisition are few. There appears to be no alternative to fee acquisition of all such lands within the urban complex. There is already, however, a federal presence in this area. The Corps of Engineers are in the business of flood control and are purchasing riparian areas for that purpose. Moreover, their policies, and those of the local flood-control agencies, are now more permissive concerning use of the flood channels. Thus, there will be greater opportunity for agreements with local recreation agencies for developing and managing such areas.

The following listing of specific riparian areas is not intended to be all-inclusive. It does, however, give a range of opportunities still available and indicates which riparian areas already have some program for preservation or recreational use. (Coyote Creek in Santa Clara County is a major potential recreation area that will be discussed in greater detail under Large Potential Park and Recreational Complexes.)

The portion of Alameda Creek with recreational potential is about 12 miles long, from Calaveras Reservoir to San Francisco Bay. It flows only part of the year, being regulated by Calaveras, San Antonio, and Del Valle Reservoirs. At the mouth of the creek along the north bank, the Corps of Engineers has been restoring marshland areas through the breaching of dikes in this reclaimed area. The upper part of the creek is owned by the San Francisco Water Department, and the section just below the dam at Calaveras Reservoir is open to the public for limited day use under an agreement with the East Bay Regional Park District. They have also recently purchased some property for recreational use along Alameda Creek in a quarry area near Fremont. Lands near the mouth of the creek along the south bank are part of San Francisco Bay National Wildlife Refuge. Although much of Alameda Creek's recreational potential has already been realized (the Alameda County Flood Control District has leased levees along the creek from San Francisco Bay to Niles Canyon to the East Bay Regional Park District for use as hiking,

biking, and riding trails) opportunities still remain. The intervening stream course has been identified by the Corps of Engineers as having additional recreational potential.

The Guadalupe River is a drainage system comprising about 44 miles of riparian environment. It rises in the hills west of San Jose and flows through much of that city's developed complex, including some urban impacted areas. Some of the river's tributaries have reservoirs, and there is no year-round flow in many of its reaches. It is, however, identified as having considerable potential as a riparian recreational complex.

Islais Creek in San Francisco lies within an industrial area with some urban impacted areas immediately adjacent. There is essentially nothing of the natural riparian environment remaining, and the mouth of the creek is used as a ship channel. With the purchase of some lands this could, however, become a combination of open space and recreational land connecting the Mission district and Potrero Hill neighborhoods with the bay shoreline for limited day-use recreation.

Novato Creek flows from Stafford Lake about 10 miles through the suburban community of Novato in Marin County. Development in suburban communities such as this is less concentrated than in Oakland and San Francisco. Thus, there is an excellent opportunity here for preservation of this riparian environment as a neighborhood or community recreational area.

Penitencia Creek flows about 10 miles from Cherry Flat Reservoir to its confluence with Coyote Creek in San Jose. There is considerable local interest in recreational development of this watercourse. Much of the potential area is in the East San Jose area between Alum Rock Park and central San Jose.

Stevens Creek, an 18-mile-long watercourse between Montebello Ridge and San Francisco Bay, includes both a reservoir and a parkway. Its upper reaches are in proximity to existing county and state parks, and the lower section runs through the commercial and residential areas of Sunnyvale and Mountain View in Santa Clara County.

San Pablo Creek and Wildcat Creek in Contra Costa County provide an excellent opportunity for hiking and nature study in a riparian strip connecting Wildcat Canyon Regional Park with San Francisco Bay, through and adjacent to San Pablo and Richmond. This potential resource area is already being considered as a recreational area to be administered by the East Bay Regional Park District, through the assistance of the Corps of Engineers in their flood-control projects.

Potential Areas Along the Bay Shoreline

As discussed under existing resources, San Francisco Bay is the region's largest and perhaps most important open-space resource. Moreover, water, especially large bodies, is of particular value to persons living in a crowded urban environment.

Thus any available San Francisco Bay shoreline lands are outstanding potential recreational resources, especially where they are adjacent to or near major urban concentrations. They provide a unique combination of land and thousands of acres of adjacent water. The greatest value in this combination may be as an open-space amenity, but it also has great value for shoreline walks, nature study, picnicking, and fishing. This latter potential is especially important for low-income inner-city dwellers.

In a discussion of potential acquisition, two items are of major concern — simple access to the shoreline and provision of large public use areas for more formalized recreational development. The potential for additional access to the shoreline is considerable and directly associated with the Bay Conservation and Development Commission's permit system as discussed earlier in this report. Although only about 15 miles of shoreline have thus far been made accessible through this system, the potential for additional access is limited only by the amount of new development that takes place along the shoreline. Any proposed development along the shoreline authorizes BCDC to enforce their regulations for provision of access. This method is the exception to the general conclusion that small recreation areas, particularly in urban areas, must be purchased in fee in order to provide for public use.

There are also specific bay shoreline sites that have potential for recreational use. Most of these have been identified by local recreation agencies and in some cases may already have been purchased in part.

Belle Air Point is a small peninsula protruding into the bay just north of San Francisco International Airport. This small shoreline area was identified by San Mateo County as a potential park for swimming, fishing, picnicking, and other day-use activities. It is situated close to a concentrated urban development in South San Francisco.

East Palo Alto Waterfront Park is a potential shoreline area in southern San Mateo County. Its primary value is its proximity to the minority and low-income neighborhoods in East Palo Alto and its potential for intensive day use including swimming, fishing, picnicking, and boating. San Mateo County proposes to acquire and develop this site.

The Emeryville Crescent is a narrow strip of tideflats and low shoreline along the north side of the eastern approach to the Bay Bridge. Its primary value is its scenic quality and its whimsical tradition as a site for constructing wood and metal sculpture from materials washed up by the tide. No concentrated public use is anticipated, and the major needed facility is a convenient access route.

The Hayward shoreline has been identified by the Hayward Area Shoreline Planning Agency as an important resource needing a special management plan. Preservation of the shoreline environment and provision for recreational uses such as hiking, bicycle riding, and nature study are the primary uses proposed. One part of the site also may be

appropriate for development of a marina. The entire complex includes about 4 miles of shoreline as well as extensive marshlands and tidal flats.

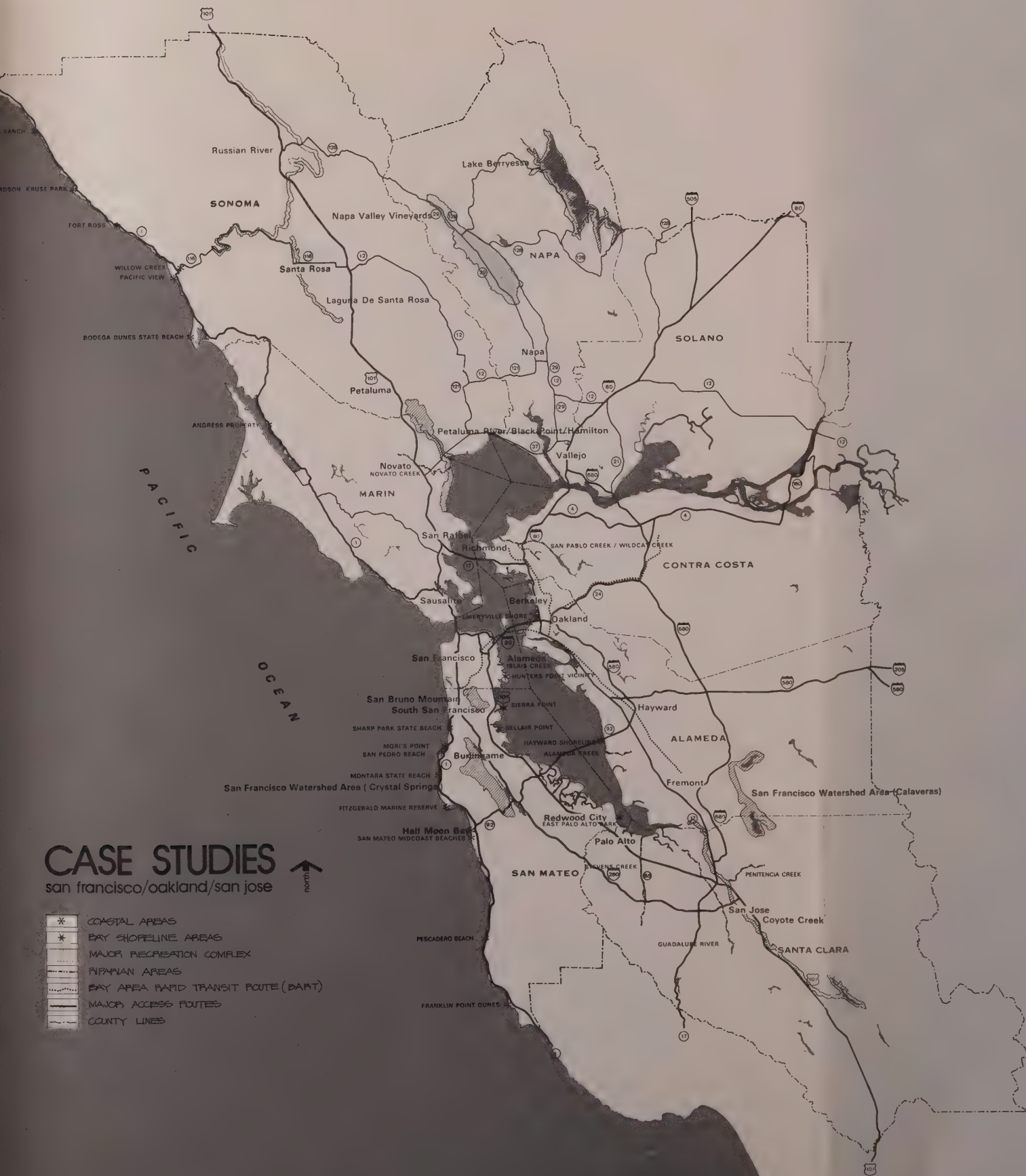
The San Francisco shoreline between Hunters Point and China Basin (near the Bay Bridge) is largely developed for industry, railroad yards, and shipping. There are several opportunities for small waterfront parks at India Basin and Central Basin. These have excellent potential for forming a small complex of urban recreation areas; and they take on even more importance as potential parts of a larger complex that would include the Port Authority’s Warm Water Cove Park, Candlestick State Park (currently being acquired), and Islais Creek (a riparian area mentioned previously in this study).

Sierra Point is an additional small potential shoreline park near South San Francisco. Projected uses would generally be limited to picnicking, fishing, and nature study. The city of Brisbane has plans to develop a large portion of the area nearby for residential development.

Shoreline Areas Along the Ocean

These are potential sites removed from concentrated urban development. All are resource oriented and either lend themselves to intensive recreational use or are important habitat areas that will sustain only light uses such as hiking or nature study. All coastal areas listed below have been identified by the California Coastal Zone Management Plan as high priority sites. It is anticipated that fee ownership of all these sites is the only feasible alternative, if they are to be available for public recreational use. In the context of urban recreational needs, however, acquisition of such lands is not judged to be a high priority. The site listing proceeds from the northern Sonoma County coast to the southern San Mateo County coast.

<u>Name of Area</u>	<u>Acreage</u>	<u>Potential Use of Area</u>
Sea Ranch	118	Public access and day-use recreation
Richardson Kruse Ranch	1,319	Addition to Salt Point State Park for public access, view protection, and day-use activities
Fort Ross	2,525	Protection of views, camping, hiking, and day use
Willow Creek	1,258	Warm-weather camping, day-use, and environmental education
Pacific View Estates	33	Protection of views and access to coast



CASE STUDIES

san francisco/oakland/san jose



- * COASTAL AREAS
- * BAY SHORELINE AREAS
- MAJOR RECREATION COMPLEX
- RIPIAN AREAS
- BAY AREA RAPID TRANSIT ROUTE (PART)
- MAJOR ACCESS ROUTES
- COUNTY LINES

Bodega Dunes	75	Habitat area — preservation of Clark Marsh
Angress Property	22	View protection and day use along Tomales Bay shoreline
Sharp Park	4	Upland support area for existing state beach for increased intensive recreational use
Mori's Point	109	An addition to existing state beach for scenic protection and recreational vehicle camping
San Pedro Beach	50	Excellent intensive day-use recreational beach for city of Pacifica
Montara Beach	60	Expansion of existing state beach for day use
Fitzgerald Marine Reserve	195	Expansion of existing marine reserve administered by the county
San Mateo Mid-coast Beaches	120	Two units expanding existing state beaches for additional recreational use
Pescadero Beach	340	Preservation of marsh and surrounding area for environmental education and day-use recreation
Franklin Point Dunes	437	Protection of dune area and beaches for habitat preservation and day-use recreation

LARGE POTENTIAL PARK AND RECREATIONAL COMPLEXES

In addition to the small potential open-space and recreation areas remaining in the San Francisco Bay Area, there are also numerous large parcels of open-space land possessing a complex of natural or scenic resources. These may be suitable for one or more types of recreational use. The individual areas described below represent what is judged to be some of the best remaining opportunities for regional resource-oriented recreation to serve the residents of the nine Bay Area counties. This is not intended to be an all-inclusive listing, but rather a sampling of 1) areas that exhibit a variety of recreational opportunities; 2) publicly owned lands that have

a substantial recreational potential that is thus far unrealized; and 3) special resources that are attractive to visitors but need special protection and pose unique management problems. Special emphasis has also been placed on large open spaces near or convenient to urban core areas, particularly if they have significant resources suitable for recreational use. The specific sites are discussed in alphabetical order and not in order of priority.

Coyote Creek: This riparian area complex extends from Anderson Reservoir County Park through lower Santa Clara Valley to where the creek enters San Francisco Bay National Wildlife Refuge. It also passes through much of San Jose, including that city's major urban impacted area. The topography is almost entirely flat, except near Anderson Reservoir, and except for lands immediately abutting the creek, it is a very arid environment.

Since this is a riparian area, its size as a potential recreational complex is somewhat indefinite. The lower portion of Coyote Creek itself is about 30 miles long, and a probable total size for the potential complex is approximately 1,000 acres. Land costs in this area currently vary from \$5,000 to \$12,000 per acre. The entire length of the creek is easily accessible to the residents of San Jose. At least one third is immediately adjacent to urban residential development, and the remainder is close to major through-roads. The only deterrent to easy access is the lack of an adequate public transit system.

Santa Clara County and the city of San Jose parks and recreation departments each own and manage parts of this potential complex. Less than 50 percent of the land, however, is in public ownership, and most of this is in the less urbanized southern half of the stream course.

Projected uses include picnicking, nature study, and playfield activities on the wider portions of the park. Hiking and bicycling and some nature study will be the only major uses of the narrow streamside sections. Some lands are immediately adjacent to urban impacted areas and can therefore serve neighborhood and community park functions.

There are no special environmental constraints except the need to preserve the riparian vegetation. Coyote Creek does not run all year during dry years, thus reducing its aesthetic value. Special problems are associated with the linear shape of the complex and the resulting maintenance and operational problems. In addition, although perceived as a single entity, the complex would primarily be a series of individual parks of varying sizes connected by the thin thread of Coyote Creek.

Coyote Creek complex has the potential for providing San Jose's inner-city residents with convenient additional recreational opportunities and thus should be considered high priority for acquisition.

Because this is primarily an urban area, there appears to be few alternatives to fee ownership of lands. However, since it is almost entirely in a floodplain, the lands could be subject to floodplain zoning or be purchased by a local or federal agency associated with flood control.

Laguna de Santa Rosa: Lying along the west side of the Cotati Valley in Sonoma County, this riparian corridor is a nearly flat floodplain. It is a major wetland complex consisting of a running stream and adjacent freshwater marshlands. Its associated vegetation supports a large population of native birds. In fact, a recent field study recorded sightings of 230 species, some of which may be on the threatened and endangered list. The entire area is approximately 10 miles long, and in some places up to 1 mile wide. The primary riparian community and immediately adjacent lands total about 1,500 acres.

The Gravenstein highway parallels the Laguna de Santa Rosa's west side, and it is crossed in several places by access roads. No public transportation is available, but this resource is less than 10 miles from Santa Rosa and about a 1- to 2-hour drive from the San Francisco and East Bay urban centers.

Ownership is mostly private. Only a few parcels of public land exist, owned by local agencies. The public lands represent less than 20 percent of the area. Most of these lands were purchased for a wastewater treatment plant. Current information indicates the cost of the land to be about \$1,500 per acre.

The primary value of Laguna de Santa Rosa is for riparian habitat preservation. There are, however, several significant secondary potential uses. As a protected open space, it would be an excellent community separator, particularly as future pressures for urban expansion develop. Potential recreational uses would be mainly associated with nature study and environmental education, but there are also some opportunities for boating and fishing.

It is important to recognize that a riparian environment such as this has a resource value that transcends its potential recreational value. Thus, although it would not meet significant urban recreational needs, it is considered a high priority regional open-space resource because of its unique natural values and the increasing conflicting uses, both on lands within the area and adjacent to it.

To effectively manage this resource and provide for appropriate recreational uses, some lands clearly must be owned in fee. For the remaining lands, alternative methods of control may be appropriate. Much of the land in and around the core riparian strip is used for dairying, raising forage crops, raising truck crops such as corn, and grazing beef cattle. Some of these lands could be purchased by a public agency and leased back for agricultural uses. Or, large lot zoning with a minimum of 40 acres or more would assist in retaining privately owned lands in agriculture.

Russian River: This free-flowing stream¹ is without doubt the only major river in the nine Bay Area counties having good year-round flow. It enters the study area at the north central part of Sonoma County, flows south through Healdsburg and then generally southwest to the Pacific Ocean at Jenner. Approximately 64 miles of the river are within Sonoma County. The upper reaches, about two thirds of the river, are in Mendocino County, to the north. Within Sonoma County, the river's gradient is gentle, about 3 to 6 feet per mile. Moreover, nearly all of the 64 miles traverse a highly scenic area of high recreational value. Sandy beaches and calm, deep water in many locations offer opportunities for swimming and a variety of boating activities for large numbers of people.

Since the river is a linear resource and there are no "boundary" or specified areas of concern, no total acreage is provided here. Riverfront lands above Healdsburg have not been developed for recreation to a great extent and are still largely agricultural. Even so, much of this is vineyard land and would probably cost at least \$2,500 per acre. Riverfrontage in the Guerneville/Monte Rio area contains considerable private recreational development. Property here would be in smaller parcels and likely be \$5,000 or more per acre.

Much of the Russian River is within a 1- to 3-hour drive for the bulk of Bay Area residents, and roads parallel one or both sides of the river along its entire length. There is, however, no public transportation to any section of the river, although the Greyhound Bus Company does run about two buses per day between Santa Rosa and Jenner on the coast.

Almost all of the riverfront land is privately owned. According to data obtained from Sonoma County, only about 8.7 miles, or about 7 percent of the total 128 miles of frontage on both sides of the river, is publicly owned. In addition about only 35 percent of this land is currently managed for public recreation.

Potential recreational uses are primarily associated directly with the river and its immediate shoreline. These include sunbathing, swimming, fishing, and boating. Assuming the availability of land, picnicking and camping would be appropriate secondary uses. In addition, there are hiking opportunities in the uplands on either side of the river, which could tie into existing trails in such areas as Armstrong Redwoods State Park.

Limitations on use are associated largely with the nonavailability of public lands and the cost of purchasing private lands. In addition, much of the lower river runs

¹There are a couple of low dams on the river, but they are visible only during times of lower water.

through rugged terrain, so there is little level land available for any large recreational development.

There is no major change in landownership or development currently taking place along the river, nor does it meet significant urban recreational needs, since it is considerably distant from and relatively inaccessible to many urban residents. Moreover, there are no known natural or cultural resources needing special protection. Thus, the Russian River is not judged to be a high priority area for purchase of land and development of public recreational facilities.

In the regional context, however, the Russian River is a unique recreational complex and can provide for recreational use for many Bay Area residents. The most appropriate alternative appears to be designation as part of either the state or federal Wild and Scenic Rivers System. This would allow recreational use of all appropriate resources while preventing overuse or damage to those resources. A special study would be necessary to determine necessary use controls, amount of land to be purchased, location of facilities, and the appropriate administering agency. Such a study should include the entire river and the various proposals for water-storage reservoirs. The amount of land to be purchased would depend on identified need but would be controlled partially by existing legislation. For example, were it to become part of the federal system of wild and scenic rivers, acquisition of land would be limited to 100 acres per mile of river.

Lake Berryessa: As a reservoir constructed by the Bureau of Reclamation to store irrigation water, Berryessa is the largest freshwater body in the nine Bay Area counties. At its normal level of 440 feet in elevation, it covers about 19,340 acres of water surface, and has 160 miles of shoreline. This wide expanse of open water is about 10 miles long and 3 miles wide, and it inundates a large valley enclosed by ridges rising over 2,000 feet to the west and over 2,400 feet to the east. The land is quite arid; canyons with sparse to dense growths of oak, chaparral, digger pine, and brush interrupt open grasslands. The summer temperatures at Berryessa are much warmer than along the coast or bay shoreline (sometimes over 100 degrees during August). Lands surrounding the reservoir, except for the northeastern and parts of the western shores, are nearly all over 15 percent slope.

The area managed by the Bureau of Reclamation comprises a total of about 28,472 acres — 19,340 acres of water surface and 9,132 acres of lands above the normal pool elevation of 440 feet. The major recreational potential is associated with this land and water acreage, which is already owned in fee or under easement. The Bureau has been given authority by Congress to develop and administer recreational use on the lake and its surrounding lands. The addition of a few parcels of land, about 3,500 acres, however, would greatly enhance the potential for development of recreational facilities. These are almost all grazing lands, except for a few small parcels with commercial

development potential. The total cost of acquisition is expected to be anywhere from \$3 million to \$5 million.

The lakeshore is accessible by road along the north and west sides. Access to the lake for the Bay Area's residents appears relatively easy; however, after once leaving the freeways driving can be slow, since it is on narrow two-lane mountain roads that are sometimes crowded on weekends. Average driving time from San Francisco and East Bay cities is about 2 to 3 hours. There is no public transit access to the lake.

Primary uses at Lake Berryessa are obviously water oriented, and include boating, water-skiing, swimming, and fishing. Picnicking along the lakeshore has also become a very popular use; this and camping are the major secondary uses. These uses are all currently provided for mostly by private owners and concessionaires. These commercial operations also include numerous trailer parks for limited stays and some mobile home parks designed to be used on a permanent and semipermanent basis.

There are several limitations on recreational use. Much of the developable land that is easily accessible is utilized by commercial development so that space for additional public facilities is limited. Furthermore, the legislation authorizing the Bureau of Reclamation to administer recreation limited expenditures for recreational facilities to \$5 million. This is sufficient only to provide some day-use facilities. To make administration and management even more difficult, the Bureau was not given authority to enforce rules and regulations on use. As a result, given the existing circumstances, Lake Berryessa cannot be utilized or developed to its full potential. Sites exist that are suitable for public campgrounds, some publicly owned and some privately owned, but no public funds are available for development of these sites.

Like most outlying large open-space recreational complexes, Lake Berryessa does not meet significant urban recreational needs identified for the San Francisco Bay Area, particularly for lower-income residents in the inner-city areas, and those who are transit dependent. Thus, in the context of this study, realization of the area's full potential is not in high priority. But Lake Berryessa is of considerable importance as a regional recreational resource since it offers water-contact recreational opportunities for a large number of people in an area where such opportunities are rare. Alternatives for improving and increasing use are few. Two changes are needed — additional authorization to spend federal funds for development of facilities, and authority for enforcement of regulations. If the Bureau of Reclamation is to continue to administer Lake Berryessa, they will need to be provided with these additional funds and authority. Otherwise the recreational program should be administered by another federal agency or by the state of California.

Napa Valley Vineyards: Napa Valley is one of a series of similar valleys north of San Francisco, all of which drain into San Pablo Bay. The section of the valley which is of particular concern here begins just north of the city of Napa and continues

north approximately to the vicinity of the community of Calistoga. The valley floor is relatively flat, averaging about 1½ to 3 miles wide along its 20- to 22-mile length, and it is punctuated here and there with low oak-covered hills. The ridges on either side reach an elevation of 2,000 to 2,500 feet and are covered with redwood and other conifers as well as dense brush and small trees.

Both the valley floor and lower slopes of the adjacent ridges are occupied largely by vineyards interspersed with undeveloped open space, small towns, and numerous wineries. The combination of spectacular landforms, variety of interesting vegetation, and relatively compatible development produce a scenic complex of great value. Add to this the independent and unsurpassed value of the valley for growing wine grapes and you have what could be described as a national treasure.

The size of the total complex described above — valley and surrounding ridges — is probably between 100 and 150 square miles. Napa Valley is about a 1½-hour drive from either downtown San Francisco or major East Bay cities. There is scheduled commercial bus service from San Francisco to Napa and the small communities in the upper valley several times a day, but no local valley transit system.

There are only isolated parcels of land in public ownership in the valley, including small state and local parks. These either serve recreational needs for local residents or are resource-based areas used mostly by visitors to the valley for picnicking and other day-use activities.

Continuation of the existing pattern of recreational use is judged to be the best future course. This includes visiting the valley's many vineyards, picnicking, and pleasure driving. And it implies continuation of viticulture as the major industry in the valley and the possible provision of additional small public parks for picnicking or visiting historic sites.

The only known major limitation to continuing and increasing recreational use is transportation. Nearly all visitors currently arrive by private car, and on weekends many access roads in and adjacent to the valley become clogged with traffic and parking is a problem.

Napa Valley does not meet significant urban recreational needs for inner-city residents, nor is there any urgent need to exercise control over land use or to provide additional public recreational facilities.

The primary concern here is protection of Napa Valley as the prime wine-producing area in the country. Continuation of that use will in turn protect the valley's unique value as a leisure-time destination area for thousands of visitors from the entire region, and in fact from all over the nation. The current mechanisms for maintaining

the valley floor lands in wine production is a 20-acre minimum lot size, as directed by the county planning commission for lands within a designated agricultural preserve. There is also a buffer zone, adjacent to some portions of the agricultural preserve, in which there is a 5-acre minimum lot size. The zoning currently is holding the line on development, but since it is only an administrative control, local political pressures could remove the restriction in 30 days.

Alternative methods of protecting this important resource involve use of more permanent zoning regulations, which might be better administered by the state. Legislative designation as some type of special preserve might also be appropriate. Fee acquisition of vineyard lands or direct involvement in land use controls by the federal government does not appear to be necessary or even feasible.

Petaluma River, Black Point, Hamilton Air Force Base: This is a complex of tidal area, riparian habitat, marshland, and public open space which may be suitable for more intensive recreational use. Nearly all lands are near sea level and either saltwater or brackish water marshlands or former marshlands developed for military uses. The exception is a small hill called Day Island immediately adjacent to the bay shoreline near Black Point. The entire complex encompasses a total of some 25 square miles. In accordance with recent information on land values, cost of acquisition could be expected to be from \$1,000 to \$2,000 per acre for marshlands, but probably twice that much for the small upland area around Day Island.

A major thoroughfare bisects the area, and several minor roads provide access to some shoreline areas and to the perimeter of the Petaluma River Marsh. Small boats may also travel several miles up the Petaluma River. There is no public transit access to any part of the area, but residents of San Francisco may drive there in less than an hour. East Bay residents can reach the area in about an hour or less, depending on their location.

Almost 50 percent of the area is in public ownership. This includes Hamilton Air Force Base and several large parcels owned by the State Lands Commission. Part of the state land and some of the adjacent bay (about 11,000 acres of water and tidelands) have been leased to the state fish and game department for management.

The primary value of this complex lies in the marsh and tidelands natural habitats. There is, however, some opportunity for environmental education, fishing, hiking, picnicking, bird-watching, and hunting. The area also has significant value as an open-space amenity for persons traveling on the highway that bisects it. Hamilton Air Force Base, now abandoned as a military facility and surplus federal property, has been suggested as a county airport for Marin County. Potential uses such as this must be included in any analysis of alternative uses for the complex. However, significant portions of the former Air Force facility are situated on lands which have been diked.

If these dikes were to be breached, some 800 to 850 acres of marsh and bay-front habitat would be restored. Since the federal government is responsible for the diking, they should also seriously consider the alternative of breaching the dikes to restore the area to its natural state.

Major limitations on use are associated with the marsh habitat and the importance of protecting this type of ecosystem. The Petaluma Marsh is on the Pacific Flyway and therefore an extremely important ecosystem. In addition, two known threatened and endangered species, the clapper rail and salt-marsh harvest mouse are known to be present along with a number of other threatened bird species. With these environmental constraints, plus the inherent nature of this type of resource, the Petaluma/Black Point/Hamilton complex does not lend itself to high-density recreational uses. It cannot, therefore, be judged to be capable of meeting significant urban recreational needs, and since there is no known immediate threat to its environmental integrity, it is not considered a high priority for acquisition for park purposes.

Fee acquisition seems to be the only reasonable alternative for protecting the area and managing it for appropriate recreational uses. The major reason for this is that protection of wetland and marsh habitat means essentially that it cannot be used for other purposes. Both the California Department of Fish and Game and the U.S. Fish and Wildlife Service have an interest in managing all or parts of the complex. The state, as previously noted, controls some lands, and the state fish and game department proposes to expand their area of management.

San Francisco Water Department Lands: Included in this complex are two major parcels of land — the Crystal Springs and San Andreas Reservoirs and their adjoining lands in San Mateo County, and the Calaveras and San Antonio Reservoirs and their adjoining lands in Santa Clara and Alameda Counties. The lands around Crystal Springs are mostly forest covered, with some level land near the lakeshore. Most of the land, however, is steep ridges and small stream courses. The Calaveras and San Antonio Reservoirs lie in the drier hills east of San Francisco Bay. Here, there is more open grassland as well as oaks and brush-covered ravines. Steep lands also surround the reservoirs, although the terrain around San Antonio Reservoir is less steep than at Calaveras.

The watershed lands in San Mateo County total about 23,000 acres. On the east side of the bay, lands in Santa Clara and Alameda Counties total about 39,000 acres. All lands are owned by the city and county of San Francisco. But, lands in San Mateo County are covered by two easements, each having been signed by four parties — the city and county of San Francisco, the county of San Mateo, the state highway department, and the U.S. Bureau of Outdoor Recreation. One, covering lands on the west side of the reservoirs, is a scenic easement and permits hiking use subject to the approval of the water department, who currently issue permits only to organized groups and not to

individuals. The second easement covers lands on the east side of the reservoir, and it is less restrictive in that it permits day uses such as hiking, riding, and picnicking, in accordance with a plan being developed which will designate specific use areas. No public recreational use of the lakes or their shorelines is permitted. In addition, all the lands in San Mateo County are designated as a state fish and game refuge in order to permit that state agency to assist in protection of the watershed's resources.

None of the lands are accessible by public transit systems. Major highways, however, pass along the east side of Crystal Springs and San Andreas Reservoirs so that San Francisco and suburban communities are within a 30-minute drive of the area. Calaveras and San Antonio have secondary road access along one side of the reservoirs and require about a 45-minute drive from downtown San Jose or a 1- to 1½-hour drive from major East Bay cities.

For the foreseeable future, the fact that these are domestic watershed lands dictates that their primary value will be as protected open space. Thus, especially in the Crystal Springs area, public recreational use will be limited to hiking, riding, picnicking, environmental education, and similar day-use activities. Moreover, because of the strict policies of San Francisco's Water Department, location of facilities will be restricted in a manner that will protect water quality. Any major increase in recreational use of watershed lands, particularly those adjacent to the lakeshore, would require a more sophisticated and more expensive system of water treatment. The only exception might be at Calaveras and San Antonio Reservoirs since water from these reservoirs also goes through a filtration system before being used and thus is less sensitive to effects of recreational use. As a result, Calaveras Reservoir has potential for water activities such as boating and swimming. Recreational use of Calaveras Reservoir and its surrounding lands will be up to the San Francisco Water Department, since they hold title to the land and are responsible for water quality.

The Crystal Springs complex is a significant open-space resource with great scenic value adjacent to a major urban complex. Given even the most liberal policies toward public access and recreational use, however, none of these watershed lands will satisfy significant urban recreational needs.

All watershed lands discussed here are owned by a public agency and are protected by that agency's policies to preserve water quality. The only real issue is how much public access and recreational use can or should be permitted on such lands. This can only be determined by continuing liaison between the water department and local and state agencies. One alternative, which would open up lands for recreation in the Calaveras area, would be for the water department to divest itself of interest in those lands not specifically within the watershed. Much of these lands contain riparian habitat, and in combination with adjoining lands have considerable recreational value.

San Bruno Mountain: Its steep topography has probably been the primary reason why San Bruno Mountain has thus far escaped urbanization. It is a major topographical feature lying between San Francisco and South San Francisco, and appears as a single land mass with a summit at about the 1,300-foot elevation. Vegetation is mainly grassland except for a few small groves of conifers and brushy areas in the ravines along the north slopes. There is little developable land except in a small saddle area along the north side adjacent to the high-density urban development in San Francisco and Daly City, and even this land is on about a 10 percent slope.

The entire area contains about 3,600 acres, all currently in private ownership. The county of San Mateo, however, is in the process of negotiating for the purchase of some 1,250 acres for a county park, which includes some of the area's prime resources. Total cost is expected to be between \$3 million and \$6 million. Just last month the California State Parks Commission gave its approval for the purchase of more than 300 acres of the saddle area adjacent to the proposed county park.

San Bruno Mountain is easily accessible along a road crossing the mountain's north slope and the saddle area mentioned above. Sections of Daly City and San Francisco are immediately adjacent, and the remainder of San Francisco and South San Francisco are within a 30-minute drive. There is no public transit system serving the site.

The primary value of the mountain is as a major open space almost completely surrounded by urban development. Recreational uses would generally be associated with the resource and would include environmental education, picnicking, hiking, and day camp activities.

Two important inherent natural features comprise the mountain's main attraction, but also limit its recreational use. First, since nearly all the land is quite steep, there is little space for development of facilities. Second, it supports a number of plant and animal species endemic only to San Bruno Mountain. These include three species of manzanita, two species of butterfly, and several wildflower species. Thus intensive recreational use is neither suitable nor practical.

Here is a significant opportunity to preserve a large open space immediately adjacent to part of the Bay Area's urban core even though it must be recognized that it will support only light use. Moreover, recent pressures for development of some of the prime lands on the mountain indicate that the area should be high on the priority list for public acquisition.

Alternatives for utilizing this important open-space resource again boil down to only one really feasible solution — purchase all lands in fee. Both the state and county have indicated an interest in preserving San Bruno Mountain, the major deterrent apparently being the cost of the land. The negotiations now going on to purchase about one third of the land will preserve most of the area supporting the mountain's unique plant life, but will not provide adequate space for development of facilities.

NATIONAL URBAN



RECREATION STUDY

APPENDIXES / BIBLIOGRAPHY

APPENDIX A: SOCIOECONOMIC DATA

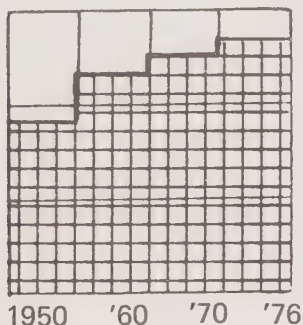
The study area encompasses the nine-county San Francisco Bay Area with a 1976 population approaching five million (4,840,000). The five-county (Alameda, Contra Costa, Marin, San Francisco, and San Mateo) San Francisco SMSA had a 1976 population of 3,131,000. The San Jose SMSA (Santa Clara County) 1976 population totaled 1,178,000, and the Vallejo SMSA (Napa and Solano Counties) 1976 population was 281,000. The study area also includes Sonoma County, whose 1976 population was 250,000. Sonoma is not a part of the SCSA, but traditionally has been regarded as part of the San Francisco Bay Area region (see table for past growth trends).

San Francisco and Oakland are the two largest older core cities in the study area. San Francisco has been experiencing a population decline since the 1950s. Oakland's population has changed very little during that same time period. It appears that these trends will continue. San Jose's population has skyrocketed during that same time period, and just since the 1970 census it has increased by nearly 20 percent. However, San Jose's growth rate recently has been slowing.

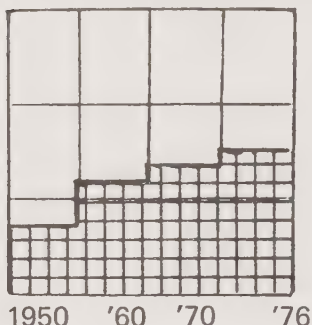
Population growth over the next 5 years for the San Francisco, San Jose, and Vallejo SMSAs is expected to be a little more than 10 percent. More important than the rate however are the changes in the composition of the population — more older people, fewer children, smaller families, and more one- and two-person households.

Population of the Nine-County Bay Area

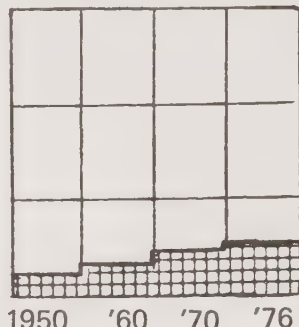
Alameda County
1976: 1,088,000
+53% Growth 1950-76



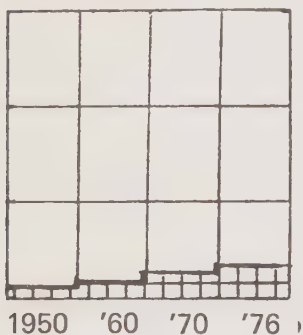
Contra Costa County
1976: 587,000
+96% Growth 1950-76



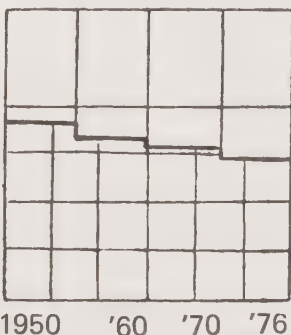
Marin County
1976: 216,000
+152% Growth 1950-76



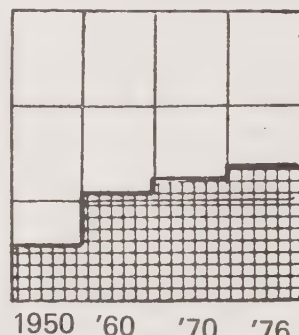
Napa County
1976: 91,000
+95% Growth 1950-76



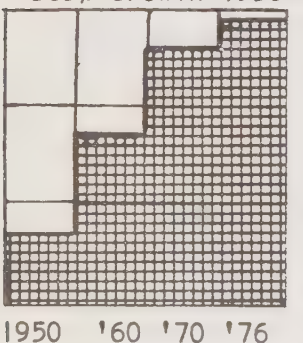
San Francisco County
1976: 666,000
-14% Decline 1950-76



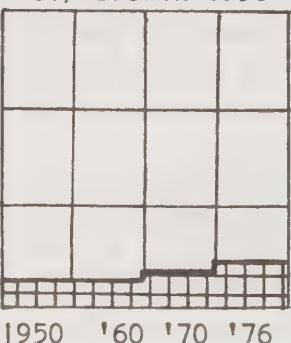
San Mateo County
1976: 574,000
+143% Growth 1950-76



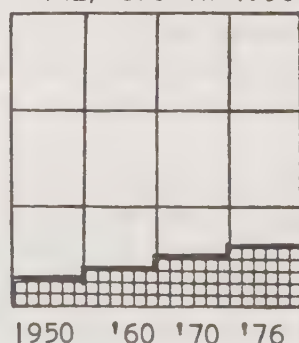
Santa Clara County
1976: 1,178,000
+305% Growth 1950-76



Solano County
1976: 190,000
+81% Growth 1950-76



Sonoma County
1976: 250,000
+142% Growth 1950-76



Less than 0%
Decline



0 to 100%
Growth



100 to 200%
Growth

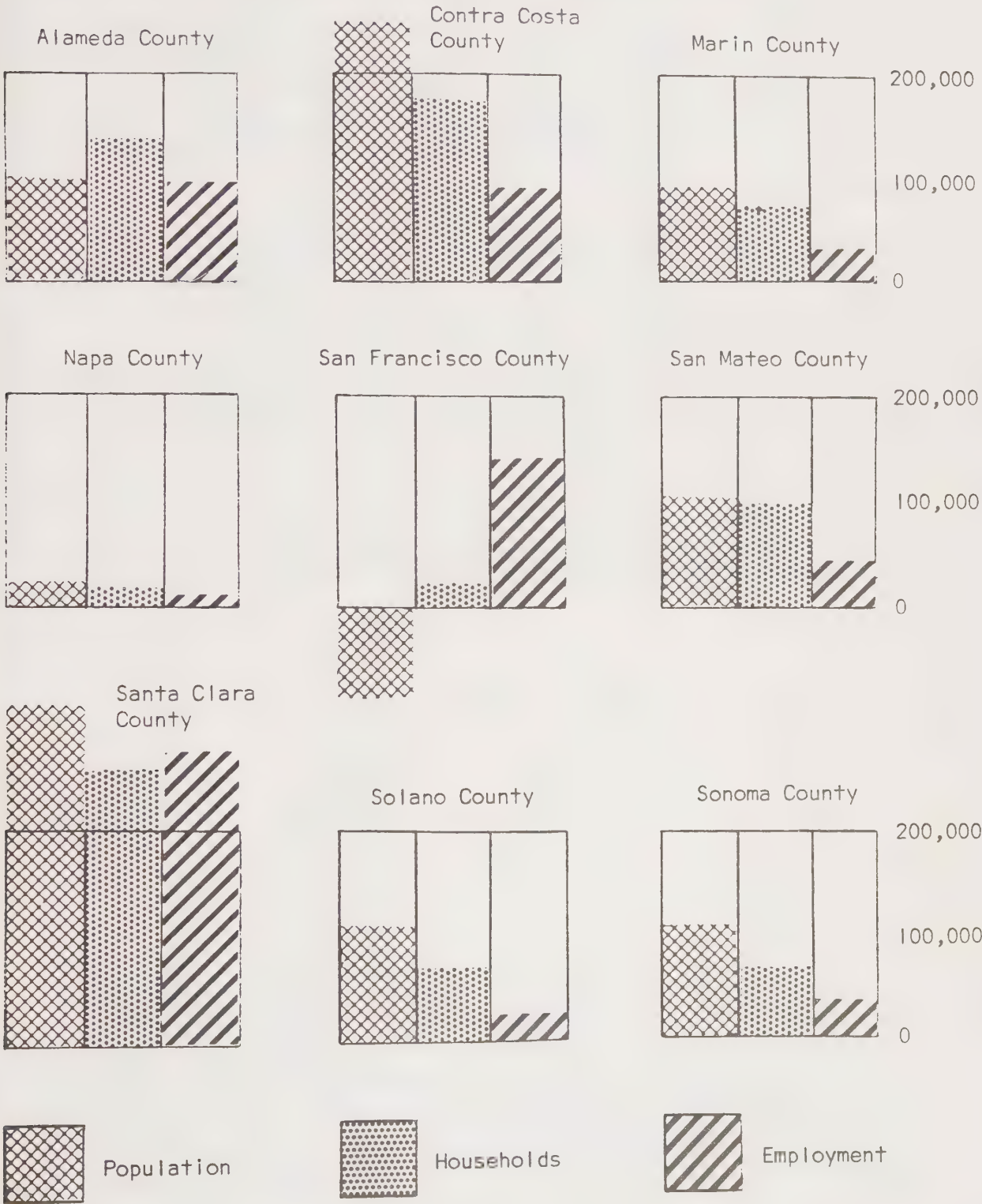


More than 200%
Growth

Source: 1950, '60, '70 U.S. Census, 1976 Calif. Dept. of Finance.

PROJECTED CHANGES IN POPULATION, NUMBERS OF HOUSEHOLDS AND PERSONS EMPLOYED, 1970 TO 1990

Baseline (0) Derived From 1970 Census Figures



Source: ABAG, preliminary Series 3 projections.

San Francisco and Oakland, the large core cities of the San Francisco Bay Area, and the adjoining satellite cities of the East Bay and the Peninsula, are the older areas where growth has been slow and, in some cases, nonexistent in the past 25 years. Areas such as San Jose, Concord, Walnut Creek, Hayward, Fremont, Sunnyvale, Livermore, and Santa Rosa have all experienced rapid growth since the 1950s. The above are suburban communities characterized by single-family residences, middle to upper-middle class income level, highly mobile populations (large percentage of two-car families), and few minorities.

The entire study area is linked by a superior system of interstate and state highways. Except for the northwestern portion of Sonoma County and southeastern Santa Clara County, the entire study area is accessible by road. Public transit to the outlying areas is very limited. The Bay Area Rapid Transit District (BART) connects San Francisco with most of the East Bay, from Concord in the north to Fremont in the south. While its potential is great, BART currently is not operating at maximum efficiency. Moreover, the service is not being provided during weekends, but is geared toward the commuter.

PERCENT FAMILIES NOT OWNING AUTOMOBILES

SMSAs		Counties	
San Francisco	19%	Alameda	16%
San Jose	6%	Contra Costa	7%
Vallejo	9%	Marin	6%
		San Francisco	3.9%
		San Mateo	7.4%
		Santa Clara	6.8%
		Napa	10%
		Solano	8%

Family income varies widely among communities in the study area. Generally the upper income families tend to live in small communities or neighborhoods in the foothills that rise from the bay plain — in Marin, San Francisco, San Mateo, Santa Clara, Alameda and Contra Costa Counties. Most families with incomes below the poverty level live in the flatland neighborhoods next to the bay and in small towns and rural communities in the far northern parts of Napa, Solano, and Sonoma Counties. Among the 93 cities of the Bay Area, the median family income is as low as \$4,700 and as high as \$33,000, although the lowest countywide figure is \$9,670 and the highest is \$13,900.

PERCENT FAMILIES BELOW POVERTY LEVEL, 1970

<u>County</u>	<u>Percent</u>
Alameda	8.4%
Contra Costa	6.2%
Marin	4.5%
Napa	8.0%
San Francisco	9.9%
San Mateo	4.2%
Santa Clara	5.6%
Solano	9.1%
Sonoma	10.4%

Source: 1970 U.S. Census.

The housing needs of residents of the nine Bay Area counties are distributed very differently. The regionwide figure of 11 percent inadequate housing masks the variation among counties, with Marin at the low end with 6.5 percent and San Francisco at the top with 17.3 percent. The older urban centers and rural areas have the highest percentage of inadequate housing.

HOUSING

<u>County</u>	<u>Total Housing Units (1970)</u>	<u>Total Inadequate Units (1970)</u>	<u>Percent Inadequate</u>
Alameda	379,366	43,510	11.4%
Contra Costa	177,837	15,359	8.6%
Marin	70,604	4,614	6.5%
Napa	26,481	2,484	9.4%
San Francisco	310,032	53,690	17.3%
San Mateo	189,826	15,128	8.0%
Santa Clara	335,128	30,772	9.2%
Solano	53,244	5,746	10.8%
Sonoma	76,299	9,176	12.0%

Source: Association of Bay Area Governments (ABAG) compilation based on 1970 U.S. Census.

YOUNG AND OLD IN THE REGION (1970)

<u>Percent 0-19 Years</u>	<u>County</u>	<u>Percent over 54 Years</u>
34.7%	Alameda	17.8%
39.3%	Contra Costa	15.1%
34.8%	Marin	15.6%
34.2%	Napa	23.8%
25.4%	San Francisco	25.7%
35.1%	San Mateo	17.0%
39.9%	Santa Clara	12.4%
39.1%	Solano	13.8%
36.3%	Sonoma	22.6%

There are approximately two million people employed today in the nine-county Bay Area, compared to 1.8 million in 1970. In 1976 the Bay Area's average unemployment rate was 12.3%. Unemployment rates are higher and have risen faster in those older communities that are growing slowly or losing population. In Alameda, Contra Costa, San Francisco, San Mateo, and Marin Counties unemployment rates have jumped 100 percent since 1970. In the fastest growing counties, Santa Clara and Sonoma, the unemployment rate has increased 50 percent. The rise in jobless rates in Napa and Solano Counties was approximately 10 percent.

PERCENT UNEMPLOYED 1976

<u>County</u>	<u>Percent</u>
Alameda	12.3%
Contra Costa	10.8%
Marin	9.3%
Napa	5.3%
San Francisco	12.5%
San Mateo	8.2%
Santa Clara	9.3%
Solano	9.3%
Sonoma	11.3%

Source: U.S. Economic Development Administration

The composition of the racial and ethnic makeup is diverse in the larger cities such as San Jose and Oakland, and especially San Francisco. The Bay Area minority profile shows that the Hispanic (Spanish surnamed) people are the largest minority in all counties except Alameda. Blacks make up 15 percent of Alameda County's population

and 13 percent of San Francisco's; in other counties the black population is less than 2 percent. In San Francisco 13 percent of the population is Asian-American.

Revenues and assessed valuation per capita vary widely among counties and among cities within counties. For counties, local taxes (property, sales, franchise) and income from other governmental agencies make up about 80 percent of total revenues with federal and state grants accounting for the greater share. Unlike counties, the major portion of city revenues (with few exceptions) comes from local taxes. In each county some cities have per capita revenues that are far higher than those of the county and neighboring cities. In all cases these are cities with major industrial, commercial, or high-cost residential developments which significantly influence the total assessed valuation upon which property taxes are based.

COUNTY ASSESSED VALUATION PER CAPITA 1975-76

<u>County</u>	<u>Valuation</u>
Alameda	\$3,250
Contra Costa	\$4,260
Marin	\$4,528
Napa	\$3,509
San Francisco	\$4,123
San Mateo	\$4,749
Santa Clara	\$3,750
Solano	\$2,777
Sonoma	\$3,349

Source: State Controller, *Annual Report of Financial Transactions Concerning Counties of California* FY 74-75.

Assessed valuation per capita in the counties, as shown in the table, range from \$2,777 in Solano to \$4,749 in San Mateo. A local development policy survey shows that some areas do not have very much land that can be committed to new development. For example, Napa County, because much of the land is in agricultural preserve under the state Williamson Act, can anticipate very little new development which might be a source of additional revenue. Preliminary figures developed by the Association of Bay Area Governments indicate that about 260 square miles of land have been identified by local agencies as potentially developable in the next decade. This compares with 1,300 square miles now developed. Governmental policies and market forces reinforce present trends indicating that much of the growth in the next decade will occur in the South Bay Area and Contra Costa County.

APPENDIX B: COMMENTS

Concerned agencies and private organizations were given the opportunity to review and comment on the draft urban study. Letters of comment received by the team are reprinted in this appendix. The team reviewed all comments and incorporated new information critical to the objectives of the study.

CONGRESS OF THE UNITED STATES
HOUSE OF REPRESENTATIVES
WASHINGTON, D.C. 20515

July 6, 1977

Frank Sylvester, Regional Director
Bureau of Outdoor Recreation
450 Golden Gate
San Francisco, California 94102

Dear Mr. Sylvester:

I am writing with regard to the preliminary draft of the Department of the Interior's Urban Study for the San Francisco/Oakland/San Jose area.

While I agree with much of the study and commend the study team's examination of the possibilities for improving urban recreation in the Bay Area, I am concerned about a reference made to the Ridgелands on page 147 of the draft report. Specifically, I am referring to the following sentence: "Future expansion of the federal park system however is unlikely, at least in the foreseeable future, as demonstrated by the unsuccessful recent efforts of local special interest groups (Ridgелands in the East Bay hills and a southern addition of the Golden Gate National Recreation Area in San Mateo County) to add large resource areas to the national park system."

As I have introduced legislation directing the Department of the Interior to carry out a feasibility study on preservation of the Ridgелands, I find this abrupt dismissal of any chance for the successful protection of this area both premature and inaccurate. While it is true that I have introduced the bill previously, it is completely normal for parks legislation to wait a number of years before consideration. In addition, I have seen no evidence of Congressional opposition to the legislation, and in fact I have been given favorable indications by many of my colleagues who have agreed to cosponsor the bill. These sponsors include Bay Area representatives such as Phillip Burton, who as you know chairs the Parks Subcommittee, Don Edwards, Ron Dellums, Norman Mineta and George Miller. In short, Congressional support is strong and I see no reason to doubt future legislative action.

In addition to Congressional support, I would point out that local popular support for federal action relating to the Ridgелands is strong. The people of the community recognize the importance of protecting the area and have exhibited strong and broad support for

Frank Sylvester, Regional Director
Bureau of Outdoor Recreation
July 6, 1977
Page Two

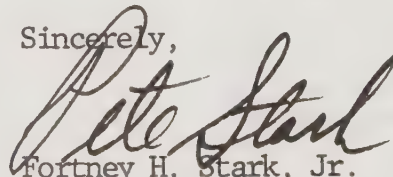
federal action. As you probably know, the East Bay Regional Park District, the Association of Bay Area Governments, and the counties of Alameda, Contra Costa and Santa Clara recently cooperated on a local study. Such multi-jurisdictional ventures are exceedingly rare and clearly underline the broad-based support that exists. I would certainly hope that the local initiatives in this area would not preclude additional study by the federal government. A report to the East Bay Regional Park District by Steward Udall's Overview Corporation concluded that conservation of the Ridglands is perhaps too large a job for the local governments involved, and recommended that a cooperative federal-state study "should be made quickly before irreversible decisions are made to allow additional development in any portion of these ridges."

Finally, I would point out that the Ridglands serve as a breathtaking backdrop to the urban centers of the Bay Area; their location would truly make them a park for the people.

In light of these factors, I hope that you will delete or modify the language you have inserted in your draft report regarding the Ridglands. While I believe the language unjustified on the merits, I am concerned that it could have the effect of becoming a self-fulfilling prophecy--prejudicing future Congressional action. In view of the need and support for the park, I hope you will make the appropriate changes in your report language.

Thank you for your attention to this matter.

Sincerely,



Fortney H. Stark, Jr.
Member of Congress

FHS:ew/bs



UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF OUTDOOR RECREATION
PACIFIC SOUTHWEST REGIONAL OFFICE

REPLY REFER TO:
3220.413

BOX 36362
450 GOLDEN GATE AVENUE
SAN FRANCISCO, CALIFORNIA 94102

JUN 22 1977

We have reviewed subject project
or report & have no comments at
this time.

Bob Meyer

Regional Manager
Department of Fish & Game
Region III
Date: JUL 7 1977

Dear Urban Study Associate:

The draft of the San Francisco Bay Area Urban Recreation Study is enclosed for your review. As indicated earlier, this field study, along with 16 others nationwide, represents an integral part of the Secretary of the Interior's report to be transmitted to Congress in final form by September 28, 1977.

The enclosed report is now being circulated throughout the case-study area for review by agencies, such as yourself, and the numerous neighborhood contacts, who provided valuable insights and information during the course of the field work earlier this year. The Bureau, along with the National Park Service, will be compiling and summarizing your comments. We apologize for the shortness of the review period. Due to inflexible time constraints, we ask that any comments you have be submitted to us at the letterhead address no later than July 8.

If you have any questions concerning the draft study, please feel free to contact Julie Nagle or Gary Barbano at (415) 556-8313. Thank you once again for your willingness to assist us in this important study.

Sincerely yours,

Frank E. Sylvester

Frank E. Sylvester
Regional Director

Enclosure



DEPARTMENT OF FISH AND GAME

1416 NINTH STREET
SACRAMENTO, CALIFORNIA 95814

(916) 445-3531

Name	Date
Mills	
Olson	
Barbano	
Goldsmith	8/11
Eshlager	
Nagle	8-14



Handwritten signature/initials

August 2, 1977

Mr. Frank E. Sylvester
Regional Director
Pacific Southwest Regional Office
U. S. Bureau of Outdoor Recreation
Box 36062
450 Golden Gate Avenue
San Francisco, CA 94102

Ref: 3220.312
3220.412

Dear Frank:

We have reviewed the drafts of the field study reports on the Los Angeles and San Francisco metropolitan area urban studies and have several recommendations for incorporation into the reports. They are as follows:

Los Angeles Study

1. Pages 121-2. The Department of Fish and Game recently purchased and now manages Upper Newport Bay. This area is extensively used for bird watching and nature study. The attached 'handout' briefly describes our plans for developments to accommodate increased use in the future. The Department also leases about 500 acres of the Bolsa Chica marsh. This area is designated an Ecological Reserve and is presently closed to public access. However, developments will allow limited public use for bird watching and nature study in the near future.
2. Pages 186-225. We suggest that Upper Newport Bay be included in this section. As indicated above, there now is significant use made of the area, and as public use facilities including a nature center and trail system are constructed, this use will increase in the future.
3. Pages 216-7. The 1977-78 budget provides \$3.5 million for acquisition of additional lands at Bolsa Chica.

San Francisco/Oakland/San Jose

1. Page 141. In respect to the last sentence of the first paragraph, referring to Petaluma Marsh that "it cannot, therefore, be judged to be capable of meeting significant urban needs,

Frank E. Sylvester

-2-

August 2, 1977

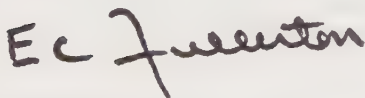
and since there is no known immediate threat to its environmental integrity, it is not considered in high priority for acquisition". We recommend you add "for park purposes" to that sentence. The Department does consider this area as high priority for acquisition to maintain it in its natural condition for wildlife purposes.

2. Map of existing parks and recreation area.

Angel Island is indicated as a Federal area, whereas it is actually a State Park.

We appreciate the opportunity to comment on these drafts and hope our comments are helpful.

Sincerely,

A handwritten signature in dark ink, appearing to read "Ec Fuenton". The signature is fluid and cursive, with the first letters of each word being capitalized and prominent.

Director

Attachment

DEPARTMENT OF PARKS AND RECREATION

P.O. BOX 2390

SACRAMENTO 95811

(916) 322-7384



June 30, 1977

Mr. Frank E. Sylvester
Regional Director
Department of the Interior
Bureau of Outdoor Recreation
450 Golden Gate Avenue
San Francisco, California 94102

Dear Frank:

Thank you for the opportunity to review the draft field study reports for the Los Angeles and San Francisco metropolitan areas. Gary Barbano, Nick Weeks and the study team members are to be commended for an excellent study effort in the face of extremely limiting time constraints.

The information in the San Francisco study on user desires and the analysis presented in this section of the report provides some good insights into urban recreation problems. I believe a more comprehensive survey to validate and expand upon the findings presented in this section, might well prove to be the most cost effective effort which the federal government could undertake with respect to Urban Recreation.

The two major findings of the San Francisco report...the pervasive need for more parks within the neighborhood and community...the need to make regional-type facilities more accessible...are well documented. One obvious recommendation appears to be lacking...additional funding for, and higher priorities to, neighborhood and community parks, particularly in high density and core city areas.

I would like to correct a small error on page 26 of your report. The Roberti-Z'berg Urban Open-Space Act, as signed by Governor Brown (May 11, 1976) authorized an ongoing program, which is funded by appropriations in each year's Budget Act. \$25 million was appropriated to the Department of Parks and Recreation for this program in the 1976 Budget Act. The allocations cited on page 26 of your report were from the 1976 appropriation. Governor Brown's proposed budget for 1977 provides an additional \$25 million for this program and, if appropriated by the Legislature, this will result in similar allocations to jurisdictions within the study area.

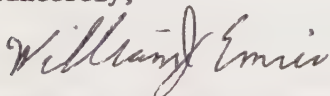
Mr. Sylvester
Page 2
June 30, 1977

Both study reports identify a number of sorely needed park, recreation, open space potential resources and the distinction, which the Los Angeles report makes, between open space and parks is of vital significance.

The alternative actions presented in Chapter IV of the Los Angeles study appear to squarely confront the major issues raised in the study. Particularly noteworthy is the need for strong federal and state programs to help resolve these issues.

Please express my thanks to Bob McIntosh and Jim Mills for the close coordination they provided with the state.

Sincerely,

A handwritten signature in cursive script, reading "William J. Emrie".

William J. Emrie, Project Manager
Statewide Recreation Needs Analysis

COUNTY OF MARIN



DEPARTMENT OF PARKS AND RECREATION
CIVIC CENTER, SAN RAFAEL, CALIFORNIA 94903
TELEPHONE 479-1100 EXT. 2515

July 20, 1977

Mr. Gary F. Barbano
Bureau of Outdoor Recreation
450 Golden Gate Avenue
P. O. Box 36062
San Francisco, California 94102

RE: Urban Study

Dear Gary:

The following are some of our comments concerning your draft Urban Study. They are minor in nature, but we would like you to consider them and decide whether or not your draft should be amended accordingly.

- 1) On page 87, 2nd paragraph, last sentence - Your staff must have gotten the wrong impression that we are giving priority to acquire smaller neighborhood parks in unincorporated areas to cater to local residents. We acknowledge that the trend is in that direction, but no policy to that effect has been adopted by the Board of Supervisors. We first need to solve a potential, debatable taxation problem of greater concern to the cities before we can safely acquire, develop and maintain neighborhood parks in unincorporated portions of the County. Such an agreement may be hard to come by and it is expected to take some time to develop.
- 2) On page 168, next to last paragraph - We would very much question the "alternative for action" in which you suggest that the highest priority for funding assistance should go to new neighborhood parks. We agree with the potential 75% Federal, 25% local matching ratio, but we suggest that community and regional parks are just as much in need of financial assistance, and serving neighborhoods as importantly, if not as directly, as the neighborhood parks themselves.

From the above, you can see that two comments for your very large report would suggest that you did an excellent job for the time allotted. I am still concerned with the lack of time and the potential of this study becoming the basis for Federal policy.

Thank you for the opportunity to contribute to the work and review this study. Please let me know if we can be of further assistance.

Sincerely yours,

PIERRE JOSKE, DIRECTOR

PJ:h1

JUL 25 1977
RS
Jay B
Ray -
PIERRE JOSKE
DIRECTOR

AUG 8 1977 RS



NAPA COUNTY

JAMES H. HICKEY
DIRECTOR

CONSERVATION — DEVELOPMENT AND PLANNING DEPARTMENT

1121 FIRST STREET • NAPA, CALIFORNIA 94558
AREA CODE 707/253-4416

August 5, 1977

Mr. Frank E. Sylvester
Regional Director
Bureau of Outdoor Recreation
Box 36062
450 Golden Gate Avenue
San Francisco, California 94102

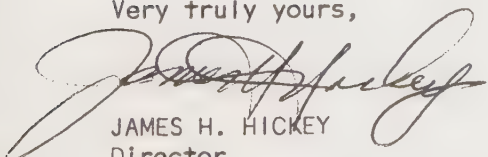
Dear Mr. Sylvester:

This Department has reviewed the Department of the Interior's Preliminary Draft of the Urban Study and submits the following comments:

1. The proposed map of Existing Recreation Areas (#80003) shows Curry, Milliken and Rector Lakes and Las Posadas State Forest as existing parks and recreation areas in Napa County. They are not generally open to the public and are posted by the managing agency with no trespassing signs. They are circled in yellow on the attached map and should be deleted from subsequent drafts of Map #80003.
2. The proposed map of Agricultural Preserves and Public Domain Lands (#80004) shows the whole area within the incorporated limits of the four incorporated cities in Napa County as Williamson Act lands. They are circled in yellow on the attached map and their names are Napa, Yountville, St. Helena and Calistoga. Please delete them from Williamson Act designation on subsequent drafts of Map #80004.

Thank you for the opportunity to comment.

Very truly yours,


JAMES H. HICKEY
Director

JHH/jwf

Planning Department



COUNTY OF SAN MATEO

COUNTY GOVERNMENT CENTER • REDWOOD CITY • CALIFORNIA 94063

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Donald A. Woolfe, AIP
PLANNING DIRECTOR
William F. Powers, AIP
ASSISTANT PLANNING DIRECTOR

(415) 364-5600, EXT. 4161

July 1, 1977

Frank E. Sylvester
Regional Director
United States Department of Interior
Bureau of Outdoor Recreation
Box 36062
450 Golden Gate Avenue San Francisco, CA 94102

Dear Mr. Sylvester:

In response to your letter dated June 22, 1977, we have reviewed the report Urban Study, San Francisco/Oakland/San Jose Standard Consolidated Statistical Area, Department of the Interior, Bureau of Outdoor Recreation, June, 1977. Our comments are listed below.

Local Planning Studies: We feel it would have been appropriate to compile an inventory of local planning programs currently in progress. Such an inventory would have provided a framework for assuring the integration of local recreation planning objectives into your recreation study. Please find enclosed copies of recently completed documents which were prepared as part of our Parks and Recreation Element Planning Program. We would like very much to have the information regarding user needs stated in these documents in this study.

Joint Use of Facilities: We support the concept of multiple use of facilities through inter-agency agreements. We further encourage and promote the establishment and creative management by government of private volunteer groups to further assist in parks and recreation programs. This is an effective way to stretch limited operation and maintenance budgets.

Local Input: We are concerned that there were no interviews taken within San Mateo County and no mention of our County's park and recreation needs. This oversight appears to be significant since a major proportion of all of the potential parks and recreation areas defined in the plan are located in San Mateo County. This includes 9 out of the 15 proposed coastal areas, three out of the six bay shoreline areas and two out of the five non-riparian related major recreation complexes.

July 1, 1977

Acquisition: We do not feel that fee ownership is the only feasible way to make coastal sites available for public recreation. We would like very much to have the study assess other techniques such as transfer of development rights, purchase of scenic easements, purchase of recreation easements, and other less than fee simple acquisition measures.

Beaches as an Urban Recreation Resource: We feel that if adequate public transit could be provided to beaches close to population areas---there are several in the Bay Area---these facilities could relieve much of the pressure for additional urban recreation services.

Major Recreation Complexes: Our County's Planning Program is currently developing policies for the use of San Bruno Mountain and the San Francisco Watershed as recreation sites. We would entertain collaborating with your office in formulating policies for these two major facilities.

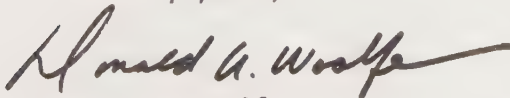
On page 145, there are mention of two "inherent natural features" of San Bruno Mountain. The paragraph does not clearly explain what the first of these two features is.

The map entitled Potential Parks and Recreation Areas shows all areas of San Bruno Mountain currently not developed as a major recreation complex. A general plan amendment has been prepared for this area and recently adopted by the County Board of Supervisors. We request that your agency review this general plan amendment and redraft the map to show only those lands which are subject to feasible acquisition for park and recreation purposes.

Coastal Zone Management Plan: The list of sites shown on page 127 is under study by the California State Coastal Conservancy. We recommend that you review any modifications which may have been made to this project list by the Coastal Conservancy as part of their charge under the Coastal Act of 1976. Any changes in this list which may have been made by the Coastal Conservancy under the mandatory requirements of the California Coastal Act of 1976 should be reflected in the final draft of this study.

Overall, we have found this report to be informative and generally supportive of the policies which are currently being developed as part of our Parks and Recreation Element. Your commentary regarding regional parks will serve as a significant contribution to this planning effort. We hope the above comments will be of value to you.

Sincerely yours,



Donald A. Woolfe
Planning Director

DAW:DK:ps

encl. "Where Will We Play"
Park and Recreation Tabloid

Attitude Survey

General Plan Amendment for San Bruno
Mountain

**County of Santa Clara
California**

Parks and Recreation Department
Mail: County Administration Building
70 West Hedding Street
San Jose, California 95110

Office: Vasona Park
Los Gatos, California
356-6183 Area Code 408

July 8th, 1977

United States Department of the Interior
Bureau of Outdoor Recreation
Pacific Southwest Regional Office
Box 36062
450 Golden Gate Avenue
San Francisco, California 94102

Dear Ms. Nagle,

This will acknowledge receipt of draft San Francisco-Oakland-San Jose Standard Consolidated Statistical Area Urban Study. We have reviewed the draft document and express the following two main concerns to the County Parks as follows; (1) statement made by the City of San Jose; (2) the acquisition of a riparian environment.

First, a clarification is needed on the City of San Jose statement on page 86, paragraph one(1), " did not think they would be able to acquire enough larger community parks to meet the need and saw the county also a provider of this type of park resource." The primary objective of the county in its Park and Recreation program is to provide opportunities for various outdoor recreation activities in a natural setting, and not community parks. We do provide, in our parks, informal playfield areas which county residence can use at their own discretion but not organized recreational activities such as baseball, softball, soccer, little league fields, swimming pools, recreation centers etc.

Second, on page 87 paragraph two(2), " A recent acquisition of riparian environment....." The sentence is vague and misleading. We are planning to develop areas in the park that you infer.

Thank you for the opportunity to review this document. We look forward for your final.

Very truly yours,

David A. Christy
Acting Director



Felice Errico
Park Planner

FE: bc



ALAMEDA COUNTY FLOOD CONTROL
AND
WATER CONSERVATION DISTRICT

399 ELMHURST STREET

HAYWARD, CALIFORNIA 94544

881-6470

357-0844

PAUL E. LANFERMAN, ENGINEER-MANAGER

June 30, 1977

Mr. Frank E. Sylvester, Regional Director
United States Department of the Interior
Bureau of Outdoor Recreation
Pacific Southwest Regional Office
P.O. Box 36062
450 Golden Gate Avenue
San Francisco, CA 94102

Dear Mr. Sylvester:

Thank you for the opportunity to review the draft of the San Francisco Bay Area Urban Recreation Study. The study appears to have been successful in identifying the recreational needs and potentials of this area and should prove useful in planning to improve urban recreational opportunities. Following comments are submitted to further emphasize and support points made in the Study and to outline the activities our District can contribute to urban recreation.


Use of flood control channels as linear recreation areas has great potential if the problems of liability, maintenance, security, and resistance of adjacent private property owners can be overcome. Our District is very supportive of this use of drainage facilities and many channels in the County are already used for recreational trail purposes.

Recent emphasis in provision of recreational opportunities in Alameda County has centered on acquisition of natural open space areas for passive use in the hills and along the shoreline. While such areas are beneficial, it seems the need for more intense, active forms of recreation has been largely ignored. We are particularly concerned that provision of more active forms of recreation be provided on shoreline property near large urban areas such as San Leandro Bay and the eastern shore of south San Francisco Bay. The demand for boating, fishing, and active play facilities is quite high in these areas and the potential of much of the shoreline land for meeting this demand is great.

In your Study Alameda Creek is identified as having recreational potential. It should be noted that much of this potential has been realized as our District has leased the levees along the creek from San Francisco Bay to Niles Canyon to East Bay Regional Park District for use as hiking, bicycle, and equestrian trails. These trails are now fully developed and open for public use.

If you have any questions regarding these comments, please contact our office.

Very truly yours,


PAUL E. LANFERMAN
ENGINEER-MANAGER

PEL:SWM:d1a



Association of Bay Area Governments

Hotel Claremont • Berkeley, California 94705 • (415) 841-9730

July 11, 1977

Mr. Frank E. Sylvester
Regional Director
Bureau of Outdoor Recreation
Box 36062, 450 Golden Gate Ave.
San Francisco, CA. 94102

Dear Mr. Sylvester:

Thank you for the opportunity to review the draft Urban Study for the San Francisco Bay Area. The report contains valuable information on recreational opportunities and on institutions that facilitate or administer programs. It should be a useful addition to the literature of recreation planning in the Bay Area.

We do not feel, however, that the study adequately explores the regional opportunities for recreation planning. We realize this was not your original intention, but we note that your study area is in fact the nine-county Bay Area, which is recognized by both the State and Federal governments as a unified planning region. Your choice of the Bay Area as your study area implies that you understand there is indeed interaction among the various communities, and that meeting the needs for one group may require providing facilities in a different part of the region. What concerns us is that although your geographic focus is regional, your analysis of problems and opportunities never examines the regional dimension of recreation. In particular the report never explores the current absence of regional decision-making regarding recreation projects. If you found it useful to describe recreation in a metropolitan context, we are surprised that you drew no conclusions as to whether such area-wide planning and implementation was an issue.

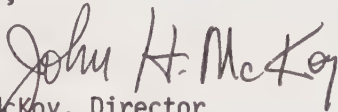
The problems you cite with the A-95 Review process would have been more meaningful if you had put them in the context of recreation planning at the regional level. As it is, you quote certain officials saying that the A-95 process is not useful, but you do not indicate what its actual purpose is. In fact, OMB Circular A-95 is a Federal policy designed to promote areawide decision-making. If it is not effective in meeting that goal then your report might address those deficiencies. If in fact, the A-95 review system could be improved by expanding planning capabilities for regional recreation planning (as has been done in the Twin Cities region of Minnesota), then you might include such an idea in your list of "alternatives for action."

As you are aware, we already have some defacto regional recreation planning in the Bay Area. The GGNRA for example makes considerable effort to meet "regional" needs, and the State Department of Parks and Recreation allocates financial assistance to sub-State districts that approximate the metropolitan regions. Your report would be more complete and helpful if it examined the adequacy of these current practices, and explored some possible alternatives for more effective areawide recreation management.

This gives me an opportunity to inform you about a program ABAG has just initiated. Through a grant from the U.S. Forest Service, we are working with a resource economist to clarify recreation issues that are particularly regional, and to explore ways that decision-making at the regional level can carry out regional objectives. We would be pleased to have your input into this activity.

We hope these comments are of some assistance to you. If we may help you in exploring any of these ideas, we hope you will contact us. We look forward to closer coordination with BOR, and the Department of Interior in this area in the months ahead.

Sincerely,

A handwritten signature in dark ink, reading "John H. McKoy". The signature is written in a cursive, slightly slanted style. The first name "John" is written with a large, looping 'J'. The middle initial "H." is small and follows the first name. The last name "McKoy" is written with a large, looping 'M' and a trailing 'y'.

John H. McKoy, Director
Comprehensive Planning



EAST BAY MUNICIPAL UTILITY DISTRICT _____ 2130 ADELIN STREET, P.O. BOX 24055, OAKLAND, CA 94623 • (415) 835-3000

June 30, 1977

Frank E. Sylvester
Regional Director
U.S. Department of the Interior
Bureau of Outdoor Recreation
Pacific Southwest Regional Office
Box 36062 - 450 Golden Gate Avenue
San Francisco, California 94102

Dear Frank:

I have reviewed the draft of the San Francisco Bay Area Urban Recreation Study and wish to make the following comments.

It is appreciated that compiling a study of this magnitude would, out of necessity, simply highlight the recreational opportunities that are available. To this end, the East Bay Municipal Utility District would like to add several selected recreation brochures and a copy of a comprehensive survey that was made regarding our educational land use program. These informational publications are intended to provide you with data for inclusion in your final draft. Should you have any additional needs or questions, I can be reached at 835-3000, extension 237 or at the address above.

Thank you for the opportunity to review the draft.

Sincerely,

R. C. NUZUM, Supervisor
Land Management & Recreation

RCN/ln
Enc.





HAYWARD AREA RECREATION AND PARK DISTRICT

1099 "E" Street
P.O. Box 698
Hayward, CA 94543

Telephone
(415) 881-6700

6710

July 5, 1977

Mr. Gary Barbano
U. S. Dept. of Interior
Bureau of Outdoor Recreation
Box 36062
450 Golden Gate Avenue
San Francisco, CA 94102

Dear Gary:

Congratulations on the Urban Study. I know that this project was a tremendous undertaking and, in a study such as this, it is very difficult to prepare a report which will satisfy all concerned.

Overall, considering the time constraints placed on your department, it is an excellent study. I do have but a few comments; specifically on the Hayward Area Recreation and Park District, and they are as follows:

On page 19, the second paragraph--You use the figure of 117,000 (population) for the Hayward Area Recreation and Park District, and I suspect that you refer to this as the unincorporated population; however, it is somewhat misleading. I think, for clarification, it should read "HARD serves the City of Hayward with a population of approximately 100,000, plus an adjacent unincorporated area of approximately 117,000 population."

Gary, my other comment has to do with the map. It does not depict, very accurately, the number, sizes, or locations of parksites within the Hayward Area. Your map of Existing Park and Recreation Areas certainly does not begin to show the parksites within HARD. I believe our Master Plan map (supplied to you earlier) more accurately depicts our facilities.

If I can be of further service, please contact me.

Sincerely,

L. A. Critzer, Jr.

BOARD OF DIRECTORS
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Dick Sheridan

GENERAL MANAGER
L. A. Critzer, Jr.



Santa Clara Valley Water District

5750 ALMADEN EXPRESSWAY
SAN JOSE, CALIFORNIA 95118
TELEPHONE (408) 265-2600



July 6, 1977

Mr. Frank E. Sylvester
Regional Director
U. S. Department of the Interior
Bureau of Outdoor Recreation
450 Golden Gate Avenue
San Francisco, California 94102

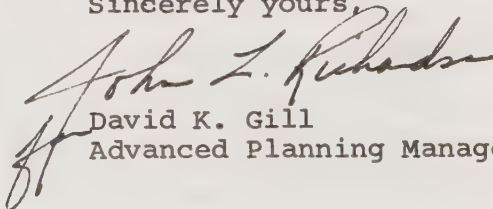
Dear Mr. Sylvester:

Subject: Draft San Francisco Bay Area
Urban Recreation Study

We have reviewed the subject draft study and find that it accurately represents the activities and policies of the Santa Clara Valley Water District.

We would like to suggest that in addition to the recommendations contained in the current draft, it recommend also that State and Federal grants give priority to special districts such as ours, which construct recreational features into our flood control or water distribution projects.

Sincerely yours,


David K. Gill
Advanced Planning Manager

RS 1110
AUG 4 1977

CITY OF OAKLAND



LAKE MERRITT • 1520 LAKESIDE DRIVE • OAKLAND, CALIFORNIA 94612

Office of Parks and Recreation

August 2, 1977

Jay 8-4

Gary —

Julia on 8-4

Mr. Frank E. Sylvester
Regional Director
Pacific Southwest Regional Office
Bureau of Outdoor Recreation
Box 36062
San Francisco, California 94102

Dear Frank:

I am very sorry that the press of other business has prevented us from getting our comments to you by the date you requested. These comments are in reference to the excellent draft of the San Francisco Bay Area Urban Recreation Study. However, in talking with Gary Barbano we learned that even late comments might be helpful for ultimate incorporation of corrections or amendments in the final document. We are, therefore, submitting them to you at this time in the hope that they will be helpful.

First of all, it was a pleasure to work with members of your staff on this project. We realize that the pressure of a short deadline was going to prevent a study as thorough or complete as would be desirable. Within those restrictions, however, I think that your staff has performed admirably. They should be commended for their efforts.

With regard to specific comments, I will list them by page number and where appropriate suggest alternative wording:

- Page 6 - The list of jurisdictions and percentage of families not owning automobiles includes a mention of San Francisco at 3.9%. This would appear on the face of it to be erroneous in comparison with other less urban and more automobile oriented communities and should be checked for accuracy.
- Page 14 - First paragraph, last sentence, should be amended to read as follows: Oakland, for example, has no local capital funds for acquisition or capital development.
- Page 16 - In the discussion on park and recreation financing data, an additional comment would help clarify the seeming discrepancies in the budget amounts. I suggest something like the following: Additionally, each jurisdiction budgets differently. For example, the City of Oakland budgets for its own park police force, but does not budget for its own janitors, plumbers, carpenters or electricians. Other agencies may assume special budgetary responsibilities for services normally provided by other departments or conversely may have normally budgeted expenditures assumed by other general service departments, making direct budget comparisons difficult.


August 2, 1977

- Page 22 - The statement is made that the Oakland Department of Parks and Recreation has no funds budgeted for land acquisition. This statement is not correct unless it is modified by stating that no local property tax or general funds are budgeted for land acquisition. We are acquiring a great deal of property with State and Federal grant funds, as well as Community Development funds.
- Page 63 - At the top of the page there is a statement referring to two major bond issues. This should be amended to three bond issues in the years 1964, 1974 and 1976.
- Page 65 - The section on city park systems seems extremely brief and generalized. It would be helpful to include a brief discussion on the priority given to city park development and renovation by such programs as Model Cities, Housing and Urban Development Open Space Programs, Urban Beautification Programs and other special efforts. While federally funded, these programs were locally administered and required assignment of local priorities for the expenditure of funds and the effort to put the programs into effect. A comment could be added about the static tax base of core cities which prevented large scale expansion of park systems in competition with other urgent social welfare and public safety service requests.

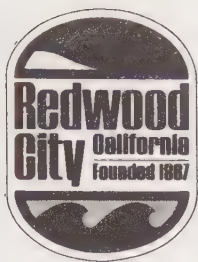
The final comment is in regard to a minor adjustment in the map showing existing parks and recreation areas of the San Francisco Bay Region. First, the symbol for Special Districts is used to designate the jurisdiction operating Knowland Park. This should be crosshatched as Local, since the City of Oakland maintains and operates this facility. We acquired the property from the State of California three years ago. Also, Galbraith Golf Course which is situated adjacent to the Oakland International Airport is not identified as an existing area, and it should be shown as is Chabot Golf Course and the Alameda Golf Course.

Thank you for giving us the opportunity to comment on the draft and to participate in the study. We hope that it will be effective in alerting Congress to the urgent needs of our urban areas for attention to leisure and recreational needs.

Sincerely,


Hans A. Thompson
Assistant Director

Planning Department



1017 Middlefield Road
P. O. Box 391
Redwood City, California 94064
Telephone (415) 369-6251

RS
JUL 24 1977

July 25, 1977

Mr. Frank E. Sylvester, Regional Director
Bureau of Outdoor Recreation
United States Department of the Interior
450 Golden Gate Avenue
San Francisco, California 94102

Dear Mr. Sylvester:

File No: 3220.413

This is in response to the draft of the San Francisco Bay Area Urban Recreation Study which you mailed to us a few weeks ago. Even though the review period passed earlier this month, I am sure that you would want inaccuracies in the report brought to your attention.

I refer to your Map BA-UPS, 80,003, June 1977, PP-WRO on which you show the Port of Redwood City as "Existing Parks & Recreation Areas, Federal."

We would much rather that you be aware of this before the final report is transmitted to Congress in two months, rather than after.

Enclosed is a reproduction of a portion of your map with a red circle around the area inaccurately represented. Also enclosed is a copy of our General Plan Land Use Map with the Port of Redwood City property outlined in a blue band. The Port shows thus not only on Redwood City's General Plan, but also on the ABAG Regional and BCDC Bay Plans. We respectfully request the "Existing Parks & Recreation Areas, Federal" designation be removed from the Redwood City Port lands as shown on your map.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "Ken Schroeter".

Ken Schroeter
Planning Director

Encl.

COMMISSION
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LORIS DiGRAZIA
Vice President

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MRS. KATHERINE COLZANI
Secretary

CITY AND COUNTY OF SAN FRANCISCO
GEORGE R. MOSCONE, Mayor

Recreation and Park Department

McLAREN LODGE, GOLDEN GATE PARK
SAN FRANCISCO, CALIFORNIA 94117



July 11, 1977

JOHN J. SPRING
General Manager

Mr. Frank Sylvester,
Regional Director
Bureau of Outdoor Recreation
Box 36062
San Francisco, California 94102

Dear Mr. Sylvester:

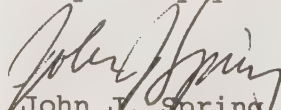
This letter is written in response to your request for comments on the preliminary draft of the Department of the Interior's "Urban Study" of the San Francisco/Oakland San Jose standard consolidated statistical area.

First, let me express the appreciation of the San Francisco Recreation & Park Department for being selected as one of the agencies whose programs and operations were extensively scrutinized as part of the nationwide "Urban Study". Hopefully, the final report will be of assistance, not only to recreation and park professionals, but to the public generally.

It is my hope that Gary Barbano, of your staff, can make an appointment, either with myself or Tom Malloy, to discuss the preliminary draft. There are some errors of fact in the report and corrections needed in the maps.

Recently, I had the opportunity of meeting in Philadelphia with the general managers of many of the nation's largest recreation and park departments. A major feature of this Urban Recreation Park Alliance meeting was a discussion with Mr. Chris Laporte of BOR's Urban Recreation Study. The deadline established by the Congress for the receipt of the final report undoubtedly poses a major problem.

Very truly yours,


John J. Spring
General Manager



PARKS & RECREATION
DEPARTMENT

CITY OF SAN JOSE, CALIFORNIA

151 W. MISSION STREET
SAN JOSE, CALIFORNIA 95110
(408) 277-4661

6/27/77
J. Saalwaechter
2/1

July 18, 1977

Mr. Frank E. Sylvester
Regional Director
U. S. Department of the Interior
Bureau of Outdoor Recreation
Pacific Southwest Regional Office
Box 36062
450 Golden Gate Avenue
San Francisco, California 94102

Dear Frank:

The Parks and Recreation Department supports the recently completed "urban study" on the needs, opportunities, and problems of urban recreation in the Bay Area. The recognition of these needs by Congress is appreciated by us and other local agencies.

We are honored to have had the opportunity to participate and provide assistance in the study. We would appreciate it if you could send us a copy of the final report when it is completed.

We hope that a definitive federal policy will result from your efforts. We will be willing to participate further and provide any assistance you may require.

Sincerely,

Gene Saalwaechter, Director
Parks and Recreation

GS:JG:yo

cc: Gary Barbano

COMMITTEE FOR GREEN FOOTHILLS

Peninsula Conservation Center

1176 Emerson, Palo Alto, California 94301

Phone 327-5906 or 328-5313



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COORDINATOR
Jeanne Pinneo

July 7, 1977

Mr. Frank Sylvester, Regional Director
Bureau of Outdoor Recreation
Box 36062
San Francisco, California 94102

Dear Mr. Sylvester,

The Committee for Green Foothills compliments the study group involved in the "Urban Study" for the San Francisco-Oakland-San Jose SCSA. We find many innovative and up-to-date observations in the study.

The Committee, being an organization primarily concerned with sound land use on the Midpeninsula, is especially interested in the protection of our remaining open space areas, with compatible use on these lands. We have strongly supported the formation of the Midpeninsula Regional Open Space District and the recent annexation of South San Mateo County, as well as County Parks and Recreation planning.

It is our feeling that recreation and provision of open space areas as "room to breathe" are as essential as many other human services, and adequate use programs and open space opportunities may indeed prevent the need for some of our "remedial" social programs.

We have been very aware of the problems of losing school facilities for recreation due to declining enrollment and school districts' subsequent desires to sell surplus sites. CGF has been directly involved in efforts to retain some local sites in public ownership, and the recommendations for priority for LWCF grants to go to retaining surplus school lands for recreation (and environmental education) is heartily endorsed.

A specific comment on the section on Scenic Open Space on pages 113-114: Professionally designed surveys conducted by citizens prior to the formation of the MROSD in 1972, and again prior to the successful annexation election in 1976, showed strong support for open space per se in

Mr. Frank Sylvester

- 2 -

July 7, 1977

both suburban and more densely populated urban areas. Perhaps because ~~the~~ focus of the interviews described in the "Urban Study" was recreation, less support for open space was expressed. We have, however, found a high degree of need for open space and willingness to pay for it. In the Recreation Needs analysis conducted by Tyler Research Associates for San Mateo County, "going to large, natural open space areas" was the second highest activity listed by San Mateo County residents (63.6% of the respondents).

CGF feels strongly that stewardship for the land should be an important part of recreation planning and programs. Intensive recreation should be properly provided for in urban areas already impacted. In the large, natural park areas adjacent to the urbanized areas, intensive recreational use may be incompatible with the resource quality of the land. Great care in planning and development of these parks should be exercised to minimize the impacts of people.

We strongly support the provision of adequate public transportation to both close-in parks and to the "remote" beaches and resource parks such as Memorial, Portola, and Sam MacDonald in San Mateo County. The most remote parks (over 45 minutes from urban areas) have been acquired because of unique resources which should continue to be protected, while providing low intensity recreation. In Memorial Park in San Mateo County, there is an exciting program of renovation of the forest understory, coupled with removal of picnic tables in a highly impacted area. This type of park management and sensitivity to protection of resources is highly commendable.

On Pages 154 and 155 of the "Urban Study", we would comment that Williamson Act lands only provide minimal protection of open space lands, and we would hope for mechanisms for long-term preservation of agricultural lands for production of food.

Sincerely yours,



Lennie Roberts
President

cc: Dennis Klein, San Mateo Planning Dept.



Metropolitan Transportation Commission

July 15, 1977

Mr. Frank E. Sylvester, Regional Director
United States Department of the Interior
Bureau of Outdoor Recreation
Pacific Southwest Regional Office
450 Golden Gate Avenue
San Francisco, CA 94102

Dear Mr. Sylvester:

The following are comments by the Metropolitan Transportation Commission staff on the draft of the San Francisco Bay Area Urban Recreation Study.

The Study finds that major regional parks are relatively little used by inner city transit-dependent groups, infers that this is due to lack of information and transport opportunity, and therefore identifies a major transportation need that should be met by an increased federal grant program.

The transportation need identified by the Study is in accord with MTC's policies to promote transit access to recreation areas and broaden transit opportunities for the disadvantaged by making available at least minimum transit services to previously unserved areas. To this end, MTC has actively promoted several planning studies--notably the Golden Gate Recreational Travel Study--and expects to be involved in a study of access to the coastline during the coming year. MTC has also allocated funds for transit access to the Golden Gate and San Mateo coastal areas for transit in the Napa Valley, and in other places.

Both the draft Study and MTC's experience indicate a considerable uncertainty about the extent of the transportation need, which, as the Study points out, depends much upon the attitude of inner city groups towards improved recreational opportunities. MTC therefore believes that the development of a federal grant program should be pursued with some caution, recognizing that there are other critical needs for transport on behalf of the disadvantaged besides recreational transit; in particular, access to jobs.

The Study's proposal for development of San Bruno Mountain as a recreational resource near to inner city population would help reduce the amount of transportation required for access to such areas and therefore it and other similar resource development should be encouraged.

MTC staff hopes to work with the Bureau of Outdoor Recreation in the forthcoming study of coastal access and would welcome any other opportunities for the joint planning of transit access to recreational areas.

Sincerely,

Paul C. Watt
Executive Director



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July 8, 1977

Frank Sylvester, Regional Director
Bureau of Outdoor Recreation
Box 36062
San Francisco, CA 94102

attention: URBAN STUDY

Dear Frank:

Much effort and research has obviously gone into the URBAN STUDY of the Bureau of Outdoor Recreation. While in many ways it is a welcome new perspective on urban recreation needs, it also points up a lack of clear purpose within the BOR and shows the effects of being prepared in haste.

The absence of a clear mission for the BOR is most clearly reflected, from the point of view of this organization, in an attempt to melt together and treat within the same report, traditional urban neighborhood recreation needs and national parks in urban areas. Undermaintained, inadequate, understaffed, overaged local recreational facilities in metropolitan areas need help badly. If more of this assistance were to come in a coordinated manner from the Federal government, it is a project that could occupy the entire attention of one federal agency. Defining the role of the BOR in these terms could better focus the agency's efforts. If the BOR were to include assistance to regional and state recreation departments in its definition of purpose, by assisting with the purchase of land and the provision of facilities as it does today, that also would fulfill important needs. But to extend the Bureau's role into large land areas of natural, historic and scenic value - and by extension recreation value of another sort - puts the role of the Bureau into unnecessary conflict with that of the National Park Service and puts very different projects and proposals into competition with each other.

In this report, it shows up in the lack of criteria for inclusion of lands in the section on "Large Potential Park and Recreation Complexes". This organization asked that land be included in the report which has already been the subject of legislation once, some 6000 acres in Marin County adjacent to the Golden Gate National Recreation Area and Point Reyes National Seashore. This land is expected to be incorporated again into a legislative proposal, specifically because of recreational, planning and scenic values. It was not mentioned and we do not understand why it was not. A map is enclosed to indicate location. There is

passing mention of additional land to be preserved in San Mateo County. This needs elaboration, but comprehension of such an area, some 220,000 acres, seems beyond this study. I feel that is because throughout this report the GGNRA/Point Reyes parkland area is treated as a kind of large phenomenon. Rather, most of it is an "old line" national park next to an urban area. The kind of recreation available in this park, including its more developed sections, cannot be confused with the tennis courts, golf courses, gyms and playgrounds of the San Francisco city system or the nature study areas and organized group picnic facilities of the East Bay Regional Parks.

Transportation access to the parklands, especially those larger city parks such as Golden Gate and McLaren in San Francisco or to the East Bay Regional Parks is certainly important. Considerable work needs to be done in such areas with existing commuter-oriented transit systems. However, the recommendation on page 167 seems extravagant, drawn hastily and lacking sense of cost or criteria. Small-scale transportation assistance, needed for example, right now in relation to San Francisco's Golden Gate Park should not be confused with assistance such as is proposed within S. 975 the National Parks Access Act, now under consideration by Congress. The BOR is being stretched to be all things in parks and recreation. It isn't necessary. The key in this area, as in the provision of recreation services, whether hiking trails or playgrounds, lies in defining what each level of government does best, and helping each to provide these services, avoiding overlap and competition, providing cooperation and coordination.

The rushed preparation of this study is reflected in the maps. In the GGNRA/Point Reyes area (map 80,004) a piece of land under Williamson contract is shown within the Olema Valley portion of GGNRA, on the east side of Highway #1. That parcel has been purchased by the NPS. The town of Inverness is included with "Developed Areas" (Map 80,002) but not the town of Point Reyes Station. Not knowing what criteria were used, I can only point out that the latter is more developed than the former.

We are glad to see recognition of the importance of public input in the planning of parks mentioned in this report. But where local parks are planned by neighborhood residents and parks of a regional nature such as Golden Gate Park whose plan is now being updated, can be planned by people within a limited geographical area, a different kind of thinking and conviction must go into the planning for an urban area national park. The national visitor cannot be readily consulted, except perhaps at a place like Alcatraz. Yet his interest must not be unrepresented. Here the National Park Service has done an outstanding job at GGNRA/Point Reyes because the philosophy brought to bear upon the park is clearly defined, starting with the preamble of PL 92-589, which established the GGNRA.

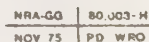
The BOR has done other studies only to have the collected information shelved. Some long processes of reports, commentaries and hearings have been deemed of little use. If the Bureau's mission were better defined, its research would be more focused and therefore could be more effectively accomplished and the results could be implemented for national benefit.

Sincerely,

Amy Meyer
Amy Meyer
Co-Chairman

SAN FRANCISCO & MARIN COUNTIES, CALIFORNIA

GGNRA



Preserve Area Ridgeland Committee

1262 Madison Avenue / Livermore / California 94550 / Telephone (415) 447-0115

July 8, 1977

Mr. Frank E. Sylvester
Regional Director
U.S. Dept. of the Interior
Bureau of Outdoor Recreation
Box 36052
450 Golden Gate Avenue
San Francisco, CA. 94102

Dear Mr. Sylvester,

Re: 3220.414 Draft of Urban Study

Time allows only brief comment on the following four points:

1. wholehearted support of "San Francisco Watershed Area (Calaveras)" as described on page 143 and designated on the map "Potential Parks and Recreation Areas". Water activities such as boating and swimming would be highly desirable recreation on Calaveras Reservoir. In addition, S.F. Water Dept. land could also be made available for hiking and equestrian uses in a manner similar to that which is successful for EBMUD watershed lands.

2. an important addition to map and text should be designation of East Bay "Ridgeland" for Contra Costa, Alameda, and Santa Clara Counties for preserving and protecting large open space areas immediately adjacent to the East Bay urban core cities and for linking existing regional and state parks. "Ridgeland" are particularly important for central and south-eastern Alameda County.

Although the proposals for parks and recreation areas located west of S.F. Bay are worthy of public financial support, there is substantial need for an equally expansive area in the ridgeland east of S.F. Bay to serve as part of a greenbelt recreation system for the entire Bay Area. The needs of the people in urban centers east of S.F. Bay would be met best by including the East Bay Ridgeland.

3. it is my personal conviction that the terrain of the nine Bay Area Counties offers an outstanding opportunity for an extensive greenbelt system around S.F. Bay which could be implemented with hiking, bicycle, and equestrian trails together with overnight camping facilities.

The need to conserve energy indicates that it is desirable to encourage changes in lifestyle and to establish an alternative to the automobile for recreational purposes. Recreational hiking could be promoted for health, energy conservation, and renewal with nature. "Take a walk around San Francisco Bay" would have appeal to all ages. A recreational greenbelt system would attract hikers, bicyclers, and equestrians of the U.S. and of the world. Federal participation would be desirable and necessary in establishing a unified greenbelt system of this magnitude, together with participation and cooperation of all levels of government, and involvement of private enterprise.

4. on page 147, third line from bottom of page, the directors of

Preserve Area Ridgeland Committee

1262 Madison Avenue / Livermore / California 94550 / Telephone (415) 447-0115

page 2

PARC feel the phrase "unsuccessful recent efforts of local special interest groups - - - to add large resource areas to the national park system" is not accurate and should be deleted.

PARC is 5 years along in what was originally anticipated as at least a 10 year program to preserve the Ridgeland. Legislation is pending in Congress, H.R. 4462 and 4463, introduced by Congressman F. Pete Stark with 29 co-sponsors, to study the feasibility of a national park, recreation area or wilderness area in the Ridgeland east of S.F. Bay. In addition to identification of "values", the study would consider "the type of Federal, State, and local programs that are feasible and desirable in the public interest to preserve, develop, and make accessible for public use the values identified"; "the relationship of any recommended national park, recreation area, or wilderness area to existing or proposed Federal, State, and local programs to manage in the public interest the natural resources of the entire San Francisco Bay area"; "the alternative means of restoring and preserving the values inherent in the area under present ownership patterns"; and "the development of public land policies consistent with the protection of private open space land".

PARC efforts are ongoing to establish a Ridgeland Preserve east of S.F. Bay. All possible means of preservation need to be considered before the specific form and details are resolved.

Very truly yours,

Margaret J. Tracy

Margaret J. Tracy
President, PARC



Sempervirens Fund

P.O. Box 1141, Los Altos, California 94022

Telephone (415) 968-4509

June 30, 1977

Frank E. Sylvester, Reg. Direct.
Bureau of Outdoor Recreation
Pacific Southwest Regional Office
Box 36062
450 Golden Gate Avenue
San Francisco, CA 94102

Dear Mr. Sylvester,

Thank you for your letter of June 22, 1977 asking Mr. Look to comment on the draft of the Department of the Interior's Urban Study. He will be on vacation until the middle of July and will be unable to review the material until that time. If the July 8 deadline is extended for receiving community representative comments, please let us know.

Sincerely yours,

Mrs. Joyce Leonard
Assist. to C.A. Look, Ex. V. Pres.

APPENDIX C: AGENCIES AND INTERESTS CONTACTED DURING THE STUDY

INTERVIEWS TO DETERMINE JURISDICTIONAL PERSPECTIVES

Bruce Allred, Planning Director
City of Hayward

Robert H. Baida, Regional Administrator
Department of Housing and Urban Development

Roy S. Cameron, Planning Director
Santa Clara County Planning Department

Dave Christy, Director of Parks and Recreation
County of Santa Clara

M. Thomas Clark, Regional Administrator
Department of Justice, Law Enforcement
Assistance Administration

"Bud" Critzer, Jr., General Manager
Hayward Area Recreation and Park District

Anthony DeHaesus, Planning Director
Contra Costa County Planning Department

John English
Oakland City Planning Department

William Fraley, Planning Director
Alameda County Planning Department

General Manager
Golden Gate National Recreation Area

Clark Goecher
League of California Cities

Seymour Gold
Berkeley, California

Eugene Gonzales, Regional Director
Community Services Administration

Herbert A. Grench, General Manager
Midpeninsula Regional Park District

John Guisto
City of San Jose Parks and Recreation
Department

John W. Hamilton, Planning Director
City of San Jose

William Hartman
East Bay Municipal Utility District

James H. Hickey, Planning Director
Napa County Planning Department

Herbert Hotchner, Planning Director
City of San Rafael

Pierre Joske, Director of Parks and Recreation
Marin County Department of Parks

Gene Kelleher
San Francisco Water Department

Dean Machis, Associate Executive Director
Association of Bay Area Governments

Joe Maldonado, Regional Director
Department of Health, Education and
Welfare

Thomas Malloy
City and County of San Francisco Recreation
and Park Department

John H. McKoy, Director of Planning and
Programming
Association of Bay Area Governments

Marty Mercado, Director
Department of Navigation and Ocean Development

Larry E. Naake, Executive Director
California Park and Recreation Society

Christian Nelson
East Bay Regional Park District

Norman J. Lind, Planning Director
Oakland City Planning Department

William Press
Office of Planning and Research

Regional Director
Bureau of Reclamation

Charles J. Reitz, Regional Director
National Recreation and Park Association

Gene Saalwaechter, Director of Parks and
Recreation
City of San Jose

Santa Clara Valley Water District

Ken Schroeter, Planning Director
City of Redwood City

Bill Siverling
County Supervisors Association of California

George W. Smith, Regional Director
Department of Labor

V. Hap Smith, Director
Oakland Parks and Recreation Department

Hans Thompson
Office of Parks and Recreation

Walter Toney, Director
Berkeley Recreation and Parks Department

Richard C. Trudeau, General Manager
East Bay Regional Park District

Jim VandeWeg, Manager, Land Management
Marin Municipal Water District

Jay Ver Lee
Oakland, California

Paul Watt, Executive Director
Metropolitan Transportation Commission

John Williams
National Recreation and Parks Association

James Wilson
Alameda County Flood Control Water
Conservation

INTERVIEWS TO DETERMINE USER DESIRES

Ramon Barbierri
San Francisco, California

Ted Burton
Rockridge Neighborhood Group

John Campbell
North Oakland Neighborhood Council

Al Carlson
Lone Hill Homeowner's Association

Manning Chandler
Marin City Boys Club

Juan Chavez
Hayward, California

Bob Coats
Almaden Valley Community Center

Eugene Coleman
San Francisco, California

Dorothy Cox
Hayward, California

Terry Eberhardt
Berryessa Youth Center

Marvin Edwards
San Francisco, California

Larry Erickson
San Francisco, California

David Fadness, President
San Jose Alliance of Homeowners Association

Debbie Figone
Roosevelt Neighborhood Center

Robert Fitzsimmons
Rainbow Recreation Center Director

Ethel Garlington
San Francisco, California

Bill Gordon
Marinwood, California

Gayle Hunter
Mill Valley, California

Sister Beverly Karnatz
San Francisco, California

Toby Levine
Mission Planning Council

Romeo Mendiz
Gardner Recreation Center

Florence Menteer
Northside Neighborhood Association

John Pletsch
Adult Recreation League

Howard Ransome
Oakland Community Development

Mary Roach, Supervisor
Lincoln Square Recreation Center

Paul Sherrill
San Francisco, California

Louis Spiller
Hayward, California

Linda Sullivan, Director
Meadow Fair Recreation Center

Yori Wada
San Francisco, California

Jack Watkins
Whaley Elementary School

West Oakland Housing Authority

Mabel Wong
Union Community Center

INTERVIEWS TO DETERMINE OPEN-SPACE POTENTIAL

California Tomorrow
San Francisco, California

Committee for Green Foothills
Palo Alto, California

Contra Costa Shoreline Parks Committee
Richmond, California

Harry Dean, Director of Parks and Recreation County of San Mateo	People, Access, Coastal Environment San Francisco, California
Robert Feuerbach, Director Napa Recreation Commission	People for a Golden Gate National Recreation Area San Francisco, California
Donald Gutoff, Planning Director Marin County Planning Department	Robert Personius, Refuge Manager U.S. Fish and Wildlife Service
Ed Johnson Hayward, California	Gary Quinn Golden Gate Audubon Society
Huey Johnson Trust for Public Land	Richard Retecki, Planner Sonoma County Planning Department
Dean Kastens, Director of Parks and Recreation County of Solano	Don Rolph Sonoma County Regional Parks Department
Phillip E. Lammi, Chief, Environmental Branch Corps of Engineers, San Francisco District	San Francisco Planning and Urban Renewal Association San Francisco, California
Tony Look Los Altos, California	Sierra Club San Francisco Bay Chapter
Marin Conservation League San Rafael, California	Sonoma County Tomorrow Santa Rosa, California
Steve McAdam Save San Francisco Bay Association	Margaret Tracy Preserve Area Ridglands Committee
Clayne Munk, Planning Director Solano County Planning Department	United New Conservationists San Jose, California
The Nature Conservancy San Francisco, California	Joan Vilms Sonoma Land Trust
Rai Y. Okamoto, City Planning Director San Francisco Department of City Planning	Kent Watson, Design Analyst Bay Conservation Development Commission
Larry Orman People for Open Space	Donald A. Woolfe, Planning Director San Mateo County Planning Department
John Parrish Department of Fish and Game	

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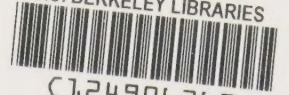
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As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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